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ABSTRACT

A study examined the vocational and adult education system in isolated rural areas. The study included a review of literature, legislation, and exemplary programs, and conducted interviews with community leaders in twenty isolated, rural counties. Unstructured telephone interviews with representatives of the business, civic, and education sectors, supplemented by printed documents, resulted in the identification of problems facing vocational and adult education in rural areas. These included a lack of jobs, funding, and transportation: sparse populations: difficulties with teacher recruitment and retention: inadequate counseling and guidance services: lack of grantsmanship abilities: inaccessibility of services: student characteristics: and legislative mandates. The study revealed the importance of preserving the autonomy of the rural community, simplifying funding applications, and changing funding formulas. Nine priority areas relating to economic development, teacher training, linkages, access to education, supplementary services, and the needs of special populations were identified. Six policy implications were derived. These included providing technical assistance and federal funds for rural vocational and adult education, sponsoring research responsive to priority areas, establishing an office of rural education as a linking agency with federal agencies, and encouraging state departments of education to re-evaluate their rural programs. (MN)

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POLICY STUDY FOR RURAL VOCATIONAL
AND ADULT EDUCATION

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FOREWORD

Rural areas experience unique problems in the delivery of vocational and adult education. Policymakers who want to address such problems need a clear understanding of the nature of the rural area's strengths and weaknesses. The National Center for Research in Vocational Education undertook a study of adult and vocational education in rural areas as part of its function to provide information for planning and policy, and in response to a specific request from the U.S. Department of Education, Office of Vocational and Adult Education.

Staff members of the Office of Vocational and Adult Education provided valuable direction in the initial planning stages of the project. The major liaison was provided by William Young, who was assisted by Cynthia Rogers, Robert Marshall, Bruce Blackstone, and Deborah Gunn.

Excellent guidance in the initial stages of the project was provided by the external task force, whose members included: Diana Durham-McCloud, National Urban League; Diana Ellison, National Urban League; Andrea Love, National Rural Center; Donald Healas, Cleveland Public Schools; Grace Rhodes, Central Texas Manpower Consortium; Bill Richardson, Purdue University; and Lewis Tamblyn, National Rural Center.

The substance of the report was provided by leaders in the education, business, and civic sectors of society. The guarantee of anonymity for respondents prevents the listing of their names or agencies yet it was their spirit of concern and cooperation that provided this report with a "basis in reality."

National Center staff members in the Evaluation and Policy Division who made significant contributions to the project were Donna M. Mertens, Project Director, assisted by Ann Nunez, Susan Chafetz, Nancy Puleo, Pat Fornash, and Wheeler Richards. Erick Berquist assisted with the legislative review. Sue Romire and Kathie Medley provided invaluable clerical support. Editoral review was provided by Brenda L. Sessley.

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Education

EXECUTIVE SUMMARY

Educators responsible for the delivery of vocational and adult education in rural communities encounter unique problems that necessitate federal involvement in order to assure that rural residents receive a quality education. In examining the many differences between rural and urban environments, including rural areas' small populations, sparse density, low tax bases, and a lack of industry, it becomes evident that an urban model of education is unsuitable to the needs of rural areas. The federal government needs to be aware of these differences in order to become more responsive to the uniqueness of rural areas.

The National Center for Research in Vocational Education undertook a study of the vocational and adult education system in isolated rural areas in response to a request from the U.S. Department of Education, Office of Vocational and Adult Education. The study included a review of literature, legislation and exemplary programs, and interviews with community leaders in twenty isolated, rural counties. An isolated rural county was defined as a county or county-equivalent with a population under 10,000 according to the 1970 U.S. Department of Commerce, Bureau of the Census report. The counties were selected in order to provide geographic representativeness and on the basis of unemployment and poverty level indicators. The assumption was made that the study of "high risk" rural areas (i.e. those with a high percentage of unemployment and families below the poverty level) would yield information relevant to the formulation of policy and programs useful to rural areas.

Unstructured telephone interviews with representatives of the business, civic, and education sectors, supplemented by printed documents, resulted in the identification of problems facing vocational and adult education in isolated rural areas. Chief among these were a lack of jobs, funding, and transportation; sparse populations; difficulties with teacher recruitment and retention; inadequate counseling and guidance services; lack of grantsmanship abilities; inaccessibility of services; student characteristics; and legislative mandates. Other problems that were mentioned included energy, community attitudes, linkages, equipment and facilities, and adult education.

Several critical factors emerged that the federal government should be sensitive to if it is to be responsive to the educational needs of rural people. First, the local autonomy of the rural community must be preserved. Second, federal programs must allow for flexibility in the types of

programs that are funded. Third, acquisition of funds and reporting the use of funds must be simplified in light of the lack of personnel resources in rural areas. Fourth, funds should be used to open up options for the individual and the school. Fifth, funding formulas should be changed; the use of population as a base is unfair to rural areas. Finally, federal funds should be used to stimulate innovation and creativity so that a different model of education can emerge that is more suitable to rural areas.

In addition to these critical factors, the following priority areas were identified:

1. Economic development is necessary because of the lack of jobs available in rural areas. Economic development in rural areas involves job creation by bringing industry into a community or by developing the entrepreneurial skills of residents so that they can start their own businesses. The implication for training includes a greater flexibility in skill development, i.e. training in job cluster areas rather than providing overly narrow, job-specific training.

2. Accessibility is a key priority area that includes transportation to existing services as well as development of alternative delivery systems, e.g. the use of mobile units, telecommunications, or individualized contracted vocational services.

3. Up-to-date training is related to being responsive to current labor market demands, including the type of training, facilities, and equipment.

4. Teacher training, recruitment, and retention is a priorty area in order to provide a high quality of services.

5. Energy is a priority area in terms of conservation of energy by the school system, and in terms of inclusion of energy-related occupations in the curriculum.

6. Linkages are a priority area in terms of the provision of services for people of all ages, creation of jobs, fostering economic development, and improvement of community attitudes.

7. The provision of postsecondatry and adult education is a priority area for the residual older population in need of basic education and for the high school graduates (of all ages) in need of postsecondary training.

8. Supplementary services, including counseling and guidance career education, and special education are needed.

9. The needs of special populations, i.e. the handicapped, poor, minorities, women, and bilingual persons, are not being adequately met in rural areas.

Six policy implications were derived that should be considered with recognition of the uniqueness of the rural areas presented in this report. The policy implications are as follows:

1. The Congress should set aside funds for rural vocational and adult education and distribute them through the states to rural areas that develop local plans addressing the priority areas (listed above). The funding formula should allow a minimal level of funding that is necessary to serve small populations, with additional increments based on population.

2. The U.S. Office of Vocational and Adult Education should provide technical assistance to rural areas in the priority areas (listed above).

3. The U.S. Department of Education should sponsor research that is responsive to these priority areas (listed above).

4. The Congress should establish an office of rural education as a linking agency with federal agencies such as the U.S. Departments of Education, Labor, Commerce, Energy, Agriculture, and Transportation to coordinate information about rural areas.

5. The Congress should require the National Center for Educational Statistics to publish data to enable the identification of unique information about vocational and adult education in rural areas.

6. The U.S. Office of Vocational and Adult Education should encourage state departments of education to re-evaluate their rural vocational and adult education programs, and to provide assistance to such areas.

By providing funding, technical assistance and research opportunities in the priority areas, the federal government will allow rural communities the flexibility to develop alternative delivery systems that will meet their unique needs. Provision of information about rural areas is essential at the local, state, and national levels. Avail-ability of statistical information and coordination is to be provided in rural areas. Cooperation among federal, state, and local agencies is necessary to insure that funds are used appropriately in rural communities.

CHAPTER I

INTRODUCTION

In the past, there has been no national rural education policy in the United States. Additionally, there has been an absence of national goals, plans, and strategies for rural education. The assumption has been that what is good for urban schools is good for rural schools as well. However, rural schools and school districts are striking in their dissimilarities, and these differences exist not only between rural and urban schools, but also between individual rural schools. Therefore, rural schools cannot be treated as a homogeneous and unified entity. They are as different as the communities they serve.

The problems facing rural areas are real and unique in that they are geographically different from their urban and suburban counterparts. Not only size and isolation but also community attitudes and economic conditions are important considerations for policymakers in dealing with educational issues in rural areas.

In December 1979, President Carter announced the federal government's Small Community and Rural Development Policy which indicates a change in programs and attitudes on the part of the federal government toward rural America. President Carter's rural development policy has implications for the vocational and adult education communities in that the federal government is committed to - -

- improving basic educational skills, employment skills and opportunities for postsecondary education;
- assuring that resources are made available to small and rural communities;
- increasing job opportunities for minorities, women, and the economically disadvantaged;
- improving vocational guidance, training and job opportunities for rural youth.

Rosenfeld (1979, p.3) states: "The vocational education issues in rural districts are not simply educational: they are also economic. Schools have a responsibility not only to the development of the individual but to the development of the community. The degree to which vocational programs mesh with local labor markets and the role that vocational education plays in economic growth of the area bear directly on the health of the community and the region."

Depending on the definition, 1970 rural population ranged from 37.5 million to 65.1 million. This is from 18.5 percent to 32 percent of the total U.S. population in 1970 (U.S. Department of Commerce, Bureau of the Census 1970). Living patterns and preferences are shifting from urban to rural areas at a significant rate. From 1970-73 nonmetropolitan[1] areas gained 4.2 percent in population compared to only 2.9 percent in metropolitan areas. Indications are that this trend is continuing and in so doing, it assures rural America's place as a significant sector of the population, as well as a significant economic constituency (Beale 1975).

In 1975, there were more than 15 million children (aged five through seventeen) enrolled in nonmetropolitan schools. This means that 32 percent of all children enrolled in public schools were in nonmetropolitan areas. Of these children, 13.6 million were white and 1.8 million were either black or other minority students (U.S. Department of Commerce, Bureau of the Census 1976).

A rural student's exposure to occupational exploration and guidance as well as to vocational education has frequently been irrelevant to present day and future needs. In rural high schools, vocational education tends to be limited to a few service areas, such as agriculture and home economics. While these programs have merit, it has been shown that as of 1975, more than 80 percent of the rural population have neither lived nor worked on farms (U.S. Department of Agriculture 1975).

Adult educational attainment is another problem area that is magnified in rural areas. In 1970, there were 500,000 rural adults who had had no schooling whatsoever (U.S. Department of Commerce, Bureau of the Census 1970). Further, a 1974 Census Bureau survey found that more than 2 million rural adults had less than five years of school and thus were considered to be functionally illiterate (U.S. Deparment of Commerce, Bureau of the Census 1974). These figures reflect a residual older population who have not been serviced by adult basic education.

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[1] Metropolitan areas included populations residing within a Standard Metropolitan Statistical Area (SMSA) and nonmetropolitan areas include populations residing outside an SMSA.

In response to the ongoing concern of the National Center for Research in Vocational Education for the disadvantaged in isolated rural areas and in response to a designated study for the U.S. Department of Education, Office of Vocational and Adult Education, this report is designed to provide information that is necessary for the development of policy for vocational and adult education in isolated rural areas.

The objectives of the study are as follows:

- Summarize major demographic, resource, educational, and training needs in the rural areas.
- Identify legislation that impacts on rural areas and describe the implications of such legislation.
- Provide recommendations for improving policy that are based on conditions, needs, legislation, critical issues, findings, and conclusions.

Overview of the Issues

Educational issues in rural areas have been relatively ignored in the past by state and federal governments. Vocational and adult education have unmet needs reflected in various problem areas. Based on the review of literature and information received from the field, these problem areas have been identified. Due to the complexity of rural vocational education concerns, many problem areas will be interrelated and overlapping.

Energy

Vocational educators need to be involved in developing materials and programs in energy production, use, and conservation. Retraining programs need to be implemented in rural as well as urban areas. Included in the White House Rural Development Initiatives are provisions for "training and placement of: 3,000 operators of rural water and wastewater treatment systems (1,500 on Indian reservations); 1,000 operators of small-scale hydroelectric and fuel alcohol plants and community-based unconventional gas facilities; 1,500 workers as drivers, mechanics, and dispatchers in rural social service and rural transportation systems; and 500 assistants in rural health care clinics" (The Carter Administration 1979).

Attitudes.

There are many rural communities where apathy toward education exists, and apathy especially toward vocational education is dominant. Local community values are one of the most important factors in determining the acceptability of vocational education in the schools. Much of this feeling is related to the economic situation in rural areas and to a perceived lack of adequate training facilities in the schools (Wheelock 1978).

Vocational education in the past has further suffered from the second class citizen attitude. "Our problem is a national attitude that says vocational education is designed for somebody else's children. This attitude is shared by businessmen, labor leaders, administrators, teachers, parents, and students. . . . We have promoted the idea that the only good education is an education capped by four years of college" (National Advisory Council on Vocational Education 1969).

Vocational education needs to be relevant to the community and its lifestyles. Communities and students need to see vocational education as a means to an end, and not as an end in itself.

Employment

Employment patterns in rural America are changing. Economic activity is shifting to the suburban and rural areas. "Nonmetropolitan areas since 1970 have been showing significant growth, at a rate of 6.6 percent compared with 4.1 percent for metropolitan areas. Nonmetropolitan areas, which in 1970 accounted for 27 percent of the Nation's population, absorbed nearly 37 percent of the 1970-75 population growth and roughly 40 percent of the growth in nonfarm employment that occurred nationally" (U.S. Department of Agriculture 1977).

Manufacturing growth in rural areas that began in the 1960s continues. Yet this nonmetropolitan growth has not meant renewed growth of all small towns and cities, some areas and some groups have not participated in an equitable way in the growth and development (U.S. Department of Agriculture 1977). Many rural people and areas continue to be disadvantaged in terms of wage levels, median family income levels, employment opportunities, adequacy of housing, access to health care and other essential public facilities and services. They also continue to be disadvantaged in terms of institutional capacity to support local decision making (U.S. Department of Agriculture 1977).

Rural America can no longer be described as an agricultural environment, however "Rural communities are still highly dependent on agriculture-related industries and thus retain many of the traditions of their agricultural roots. Yet agriculture alone can no longer support the 60 million people in rural America. . . . There is also a greater tendency in rural areas towards self-reliance and, consequently, toward self-employment. . . . There is a need for a wider range of skills in the country, contrary to the trend in industry toward more and more specialization. These all have implications for the way in which vocational education is used not only to provide the needed skills, but to inculcate the 'right' habits" (Rosenfeld 1979).

Occupational diversity is lacking in rural areas, which means few jobs and on-the-job training opportunities for rural youth. "The problem is compounded by inferior labor market information systems and inadequate educational and vocational preparation" (Gudenberg 1980). Rural labor market information is lacking for both national and local decision makers.

Needed and feasible entrepreneurial opportunities should be developed especially in areas having significant population growth. There is a demand for jobs in rural areas, but there is a lack of employers.

Linkages

Increased emphasis has been given to linking vocational education and adult basic education activities with economic development as well as with communities, business and industry, CETA, Job Corps, and other interrelated programs. These linkages need to occur at the federal, state, and local levels. President Carter, in his Small Community and Rural Development Policy, recognizes needed agency linkages by establishing a number of collaborative groups within agencies. He further states, "A cornerstone of my Administration's Small Community and Rural Development Policy is the coordination of federal, state, and local efforts to serve rural people and enhance their prospects for the future" (The Carter Administration 1979).

Linkages in rural areas are often more visible and less formal, in that in small towns everyone knows what everyone else is doing. "Characteristically, the leadership of rural communities is generally small, partly, as a reflection of small population size. Rural leaders are frequently involved in a variety of organizations and activities, and consequently wear many hats" (Gudenberg 1980). Therefore, the problem of linkages in rural areas might translate into a problem of leadership - who is going to take the initiative to bring about a convergence of activities.

Funding

Funding for vocational and adult education is a major problem area. Rural areas have characteristically low tax bases and simply are not able to adequately fund costly programs on a per pupil basis. "The average family income in nonmetropolitan areas is 15% below that of metropolitan families and the incidence of poverty is 50% higher than in urban areas. Of the 2,000 U.S. school districts where median family income is less than $7,000 annually, 75% are rural" (National Center for Educational Statistics 1972). "It is important to note that there is no consistent national policy regarding the financing of schools. Education is an official state function guaranteed by individual states' constitutions. Consequently, the methods for financing schools vary from state to state depending on both the needs and characteristics of the state and the strength of various interest groups" (Sher 1977).

Rural schools have received a disproportionately low level of federal education funds. "In 1972-73, the Federal Government furnished $133 per pupil to metro central areas and just $91 to rural/nonmetro areas. Only in the Southeastern States was this pattern reversed, but even in that region rural/nonmetro schools obtained less Federal aid per pupil for certain programs, such as vocational education" (Fratoe 1978).

Facilities

There is a noticeable lack of data concerning rural vocational facilities. The Westat Study (Woodruff et al. 1978), while providing a great deal of information, was restricted to schools with five or more programs, thereby eliminating the small rural schools. A government report indicated that 46 percent of rural students do not have access to schools with five or more vocational education programs (U.S. House of Representatives 1976).

Civil Rights

"One of the problems which arises in rural areas is that of racial and cultural isolation resulting from various forms of segregation. The Department's present efforts in this respect consist mainly of enforcement of Title VI of the Civil Rights Act of 1964 and the rendering of technical assistance, provided for under Title IV of that statute, to school districts seeking to desegregate" (U.S. Department of Health, Education and Welfare, Office of Education 1969).

Transportation

Transportation becomes a major problem in rural areas with the increased cost of fuel. In many mountainous areas, access to educational facilities is a major problem and the cost of operating mobile units continues to climb. Sparceness of population makes serving the population more difficult. "Consolidated vocational centers no doubt can be quite successful in rural areas with communities in close proximity to each other and with adequate roads. Distance and travel time, however, may discourage participation of students on the periphery of the service area and raise the cost and time commitments of those who do enroll" (Rosenfeld 1979).

Rural areas face a high cost for transportation of pupils. "The proportion of children transported is higher in rural than in most urban and suburban areas. Cost per mile is also relatively high, in part because large buses operate below capacity and small buses result in high per pupil costs for salaries and equipment" (Sher 1977). With escalating energy costs, it is necessary to look at ways of transporting resources rather than pupils.

A study done at the University of Oklahoma revealed the noneconomic aspects of busing. This study indicated that busing has an adverse impact on achievement, even when IQ and socioeconomic status are controlled (Lu and Tweeten 1973).

Consolidation

Consolidation continues as a controversial issue in rural areas. Proponents see consolidation as a means of providing services more economically and efficiently. Recommendations for implementing the reorganization of rural schools and school districts appear throughout the literature review.

Consolidation has its staunch opponents as well. Sher (1977) states a good case for careful consideration of the effects of consolidation. "Consolidation's benefits were illusory. Many rural communities were forced to send their children long distances to attend consolidated schools which were no better than the community schools they replaced. In addition, consolidation occurred in thousands of communities in which such a drastic reform was neither appropriate nor necessary. Often, the values of smallness were lost in the process of consolidation and rural communities received little (educationally or economically) in return". Local circumstance is the key determinant for its educational and economic merits.

Staffing

The problem of hiring quality teachers in rural areas is of major importance. Due to limited resources rural school districts are generally able to hire fewer specialized support staff and depend on the regular staff members to wear many hats. "Existing policies and programs in the United States do not reflect either the importance of rural teachers or their unique problems. There is a paucity of training programs designed especially for teachers who will serve in rural schools. Rural salary schedules for education personnel tend to be markedly lower than in urban areas. Inservice and other professional development activities for teachers are severely constrained in sparsely-populated regions. All in all, there appears to be a notable absence of commitment in the United States to training or retaining excellent rural teachers" (Sher 1977).

Rural schools have difficulty in providing a range of vocational program areas for students. "Being rural often means that the opportunities for proper and appropriate job preparation education are limited. Students must go outside the area served by the school to secure such education. This means the cost for each student is greater. But even more important, is the fact that training for a job outside the area contributes to migration. This has placed added burden on vocational educators in rural areas due to the cost of implementing specialized programs and the number of students available to support such programs" (Covey 1976).

Enrollments

Rural areas suffer from diseconomy of scale. Small areas must be prepared to pay more per pupil for the same resources. "In isolated regions, small student populations with special needs simply cannot economically justify purchasing the necessary services and facilities. Even categorical state aid is of little value when the resource units are indivisible and the aid is insufficient to purchase an entire unit (teacher or special equipment). . . . The limited resources of rural schools are necessarily directed toward the most prevalent needs, where their effectiveness can be maximized" (Sher 1977). "A disproportionately large number of the rural poor are Blacks, Hispanics, and Native Americans. Approximately 27 percent of rural Hispanic people and 30 percent of rural Blacks live on incomes below the poverty level (compared to 11 percent for rural Whites)" (The Carter Administration 1979).

"For five years, 1963-1968, the administration had one professional person with support staff to go into all the rural areas of the deep South, talking to people to find out what problems they had, how they were coping and what agencies, if any, were providing services. A lot was learned in those five years. . . starvation, malnutrition, inadequate health care and facilities, illiteracy, unemployment, and crime were just a few of the problems that surfaced then. The most serious problem, which could be identified in every community, was the insensitivity of agencies and people with power to help" (Pinnock 1979).

Over six million blacks in the United States, or 26 percent of the total black population reside in nonmetro areas (U.S. Department of Commerce, Bureau of the Census, 1978). A recent study noted that "Nonmetro blacks lag behind whites ... and metro blacks on every educational characteris- tic (high school graduation, college completion, functional literacy, preprimary enrollment, school enrollment, adult education) and outcome variable (labor force status, labor force participation, employment and occupations, income, poverty status) examined - often by substantial margins. . . Perhaps the greatest need for nonmetropolitan blacks is not merely to understand occupational opportunities but to have the widest possible scope of career training alternatives available" (Fratoe 1980).

Children of migrant workers in rural areas face adverse conditions on many fronts. "In 1966 it was reported that migratory workers and their children were the most educationally deprived group in the nation. Of migrants twenty-five years and older, one third were functionally illiterate and 43 percent had no more than an eighth grade education. In 1967, the same figures were reported, with the additional fact that 25 percent of the farm-worker force had either less than a fourth grade education or had never attended school" (Garza 1979).

Rural women comprise slightly more than half of the rural population, or 34-35 million. "Increasing numbers of rural women are employed away from home, unemployment is high, job opportunities are minimal (and largely low-paid and dead-end), and the range of occupations available to women is pathetically limited" (Clarenbach 1977). Counseling and guidance programs, if available to the rural woman are often highly traditional and of not much use. "Vocational schools that serve many rural residents were felt. . . to be notably traditional and in need of change" (Clarenbach 1977).

Students

Measurement of attainment shows that rural school children rank lower than metropolitan children". . . although rural students have traditionally performed below the national level, the trend from the baseline data is that rural students are improving and, in some instances, have reached the national performance level" (Martin 1979).

It has been pointed out (Fratoe 1979) that small rural schools with a limited curriculum can have advantages, in that the teachers can interact more frequently with the students, and if a course of study could be more personalized, students would feel less alienated and experience greater satisfaction with the learning environment.

Career awareness programs, work experience, and career education are all scarce in rural areas. Students lack exposure to a variety of work environments. In many rural areas there simply is not a variety of work environments available. "The lack of occupational diversity means that few job and on-the-job training opportunities are available and role models for jobs other than farmwork, marginal and blue-collar positions are scarce. Private and public sector employment opportunities are severely limited, and although the location of more manufacturing plants in rural areas, especially in the Southeast, has resulted in somewhat more diversified employment opportunity, a large proportion of these jobs are going to workers imported from urban areas" (National Manpower Institute 1978). Thus, it is clear that increased economic activity does not necesarily mean it will help employ rural residents.

Legislation

Federal activity in the rural education area has been called for by most rural educators. Sher's rural initiative includes: reform of existing programs to reflect rural needs, creation of new rural programs, and creation of a national research initiative (Sher 1978). Lecht (1975) calls for a higher priority in federal funding for vocational education, improvement of planning and administration and better data for planning . The Carter Administration has called for improvement of basic educational skills and opportunities along with an assurance that resources for education programs are made available to small and rural communities. There is a commitment to an increase in job opportunities for minorities, women, and the disadvantaged, along with improvement in vocational guidance, training and job opportunities for rural youth (The Carter Administration 1979). A more thorough discussion of legislation appears in chapter 4.

Organization of Report

Following this introduction, the methodology for the study is reported in chapter 2, including a description of the searches and site identification processes. The site reports, including site descriptions and overviews of vocational and adult education, are found in chapter 3. A detailed legislative review germane to the delivery of vocational and adult education in rural areas is contained in chapter 4. Chapter 5 deals with exemplary programs in offering workable alternative methods in delivering vocational and adult education programs. Chapter 6 presents an integrative summary and a discussion of policy implications for vocational and adult education in rural areas.

CHAPTER II

METHODOLOGY

A sequence of planned activities and events was scheduled in completing this study. The activities included a review of pertinent literature and documents, the selection and convening of an external task force, the completion of case study activities, a review of legislation, and an examination of selected exemplary programs.

The literature review was initiated by a computerized search of data bases: Educational Resource Information Center (ERIC), Current Indexes to Journals in Education (CIJE), Dissertation Abstracts, National Technical Information System (NTIS), and Smithsonian Science Information Exchange (SSIE). Some major studies and documents reviewed were the National Study of Vocational Education Systems and Facilities (Woodruff et al. 1978); the proposed Assessment of Effectiveness of the Federal Mandated Set Asides in Vocational Education, (Kirschner Associates 1979); and the State Planning for the Delivery of Vocational Education to Special Populations, A State of the Arts Report, Volume I, Planning Procedures, with Volume II, Annotated Bibliography (Conserva 1979). Coinciding with the initial literature and document review, plans to assemble an advisory task force were begun.

Task force members represented a diversity of backgrounds and experiences (see Appendix 1). They were collaboratively selected by sponsor staff and project staff and convened for a one day meeting at the National Center. Project staff provided an orientation to the project and presented their expectations for the meeting of the task force. The assistance of the task force was enlisted in outlining criteria for site selection, in identifying important sources and types of in-depth information for the study, in reacting to the proposed review of legislation, and in identifying examples of exemplary vocational and adult education programs.

Subsequent project activities included the selection of sample sites, the collection of information about the sites, and the gathering of data about perceived problems and needs in vocational and adult education. The selection of twenty isolated, rural counties for investigation was completed with the subcontracted assistance of National Planning Data Corporation (NPDC).

A logical unit of analysis for rural areas is the county because the county is the basic administrative unit on which data are collected; census data for example. Any county with a population of ten thousand or less and not included in a Standard Metropolitan Statistical Area (SMSA) is defined as rural. In New England (Maine, New Hampshire, Massachusetts, Connecticut, Rhode Island), the cities and towns are administratively more important than the counties, and data are compiled locally for each minor civil division or county equivalent. Therefore, in areas where census data were collected for county equivalents rather than counties, the county equivalent was used as the unit of analysis in the present study.

To provide for a sample that would indeed reflect very sparsely populated and remote counties and would be geographically representative of the nation, the counties were grouped into categories within each federal region (see Appendix 2 for a map of the federal regions.) The first category listed counties with a population of 2,500 or less and the second contained all remaining counties under 10,000 in population. One county per category was to be selected from each federal region for a total of twenty counties. This strategy was used to insure that very small counties were not left out of the sample. In most instances there were multiple listings for each category within the regions. Selection in these instances was based on 1970 census socioeconomic and unemployment data supplied by National Planning Data Corporation. Although 1970 census data is out-dated, it was the only comprehensive computerized source of information for the universe of rural counties. In one case, region II, there was a single rural, isolated county. Therefore a third county equivalent evidencing relatively high unemployment and low economic indicators was selected from region I. In region X, census areas were changed between the 1970 and 1980 census. Therefore, an area was chosen based on the 1980 census divisions that corresponded as closely as possible to the site selected using the 1970 statistics.

An adaptation of case study methodology was planned to gather information from the sample counties or county equivalents. Information was collected via phone conversations with persons (respondents) representing business, civic, and educational sectors.

In an attempt to capture the contextual flavor of the respondents' remarks, a coding system was developed for indexing the information gathered (see Appendix 3). In brief the system consisted of site description segments and a problem/need segment. Sections were designated for site description, industrial community context, economic community context, political community context, educational community context, vocational and adult education administration and funding, and an overview of vocational and adult education. The section alloted for problems and needs listed concerns that had been mentioned in the literature, had been discussed by the task force or had been conceived by staff as possible areas of difficulty for adult and vocational education. This section was deliberately open ended, so that additional problems or needs could be indexed as they were mentioned by respondents.

The data collection procedures were piloted by project staff and sample case studies were written. Each staff person talked with different representatives of business, civic, and education sectors in a nonsample county. Problems with the coding system and achieving researcher uniformity were discussed and resolved. One staff person was designated as mediator for future questions related to placement of information in the data coding system. With a system for indexing information in hand, the phone calls were begun to collect information from business, civic, and educational sectors.

Usually from two to six persons for each sector were called for each of the sample counties, resulting in approximately fifteen contacts per community and about 300 calls for the twenty counties. Calls were commonly placed to the mayor's office or county clerk, the chamber of commerce, local employers, bankers, economic development offices, school superintendent's offices, state directors of vocational and adult education, members of state advisory councils for vocational education, school principals, teachers and counselors, local CETA and ABE representatives, and representatives of postsecondary institutions. Limitations of time and staff were major determinants of the extent of effort spent gathering information from any one site.

The business and civic persons were normally located in the sample county; the education representatives may have been employed in the county or elsewhere in the state (i.e. if no secondary or postsecondary education was available in the county.) Members of the state advisory councils for vocational education or employees of the state departments of education were not normally based in the selected county.

The phone conversations were intended both to supplement information listed in on-hand documents (County/City Data Book, State Plan for Vocational Education, Digest of Educational Statistics, etc.) and to ask directly for opinions about existing needs or problems in vocational and adult education. The respondents were also asked for their recommendations or suggestions to deal with the problem(s).

A case study was written after all documents had been reviewed and all phone conversations to the site had been completed. The case study then represents a composite picture of information about a site and includes quotes and accurate documentation of information sources. Two final efforts, a legislative review and an examination of selected exemplary programs, completed the information gathering activities of the project.

Legislation having pertinence to rural policy for Vocational and Adult education was examined. The review included legislation related to education, economics, employment, training, housing, rural development, and transportation but excluded that dealing with health and social welfare. Significant legislation was identified through various means: (1) sponsor staff, (2) task force members, (3) National Center staff, (4) library personnel, or (5) project staff investigation. The review examined the most current Vocational Education Act and Amendments, the Adult Education Act, the Comprehensive Employment and Training Act, the Economic Opportunity Act, the Urban Mass Transportation Act, the Education of the Handicapped Act, the Appalachian Regional Development Act, the Rural Development Act, the Consolidated Farm and Rural Development Act, the Urban Growth and New Development Act, the Department of Housing and Urban Development (HUD) Act, and the Low Income Housing Act.

Descriptors to access this legislation included rural, unemployment, dropout rate, economic development, economically disadvantaged, women, minorities, handicapped, completion, and placement. A series of matrices were developed detailing the legislation in relation to a given descriptor. The implications of this legislation for adult and vocational education and its integration with the other information collected in this study are presented in subsequent chapters on the legislative review and final recommendations.

A number of ongoing programs were examined for evidence of exemplary attributes that could be used in modeling other programs. Of particular note were programmatic efforts in client outreach, equity issues, and effectiveness in the areas of placement or employer involvement. A variety of means were used to identify the selected programs including consultation with National Center staff and external professional persons, and references encountered in the literature review.

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Descriptions of the selected exemplary programs and their implications for adult and vocational education will be discussed in later chapters.

Assumptions

The following assumptions underlie the research strategy of the study and contribute to a framework for interpretation of the findings.

1. Rural sites considered "high risk" in terms of succcessful vocational and adult education delivery can be ranked according to their severity of socioeconomic problems (unemployment, number of disadvantaged, isolation, etc.) based on 1970 data.

2. Studying "high risk" rural areas will yield information relevant to the formulation of policy and programs useful to rural areas.

3. Although data collection limitations of time and funding prohibited on-site observation, careful selection of sources yielded information sufficient to the formulation of valid conclusions.

4. Respondents interviewed by telephone provided serious and honest answers that were representative of general views held by business, civic, and educational leaders.

Limitations

The following limitations affected the scope of the investigation and are germane to the interpretation of report findings.

1. Recent comprehensive national data for rural areas was unavailable.

2. Site selection was based on 1970 U.S. Bureau of the Census statistics.

3. Unemployment figures for rural areas tend to under represent the true picture due to underemployment, inadequate reporting, and seasonal layoffs.

4. The use of a purposive sampling strategy makes estimation of sampling precision impossible.

5. The site investigation was limited to telephone conversations by constraints of time and funding. The possibility exists that potential key respondents were overlooked, and that impressions might have been corrected if the design had provided for onsight observations and interviews.

CHAPTER III

SITE REPORTS

The perceptions of the people who have the responsibility for providing the vocational and adult education in twenty isolated rural areas are reported in this chapter. Their words and those of other state and local leaders are supplemented by information obtained from written documents from such sources as the U.S. Bureau of Census and the chamber of commerce. The sites are described in terms of their demographic characteristics, and their industrial and economic, political, and educational context. A description is then presented of their community-based programs related to employment training and placement. An overview is provided of the administration and funding for vocational and adult education.

The overview of the vocational and adult education services is organized into secondary, postsecondary, and adult levels. This is followed by a description of the problems and needs expressed by the community leaders in these isolated rural areas.

Description of Sites

Demographic data were initially obtained from the 1970 census. Where possible, this information was up-dated by using the County-City Data Book 1977 and information available from county residents. Comprehensive data were available only for 1970, consequently these were used as a base for site selection. Sites with population under 10,000 in 1970 were selected; by 1980, one of the sites had a population over 10,000. Unfortunately, 1980 census data was not avilable for all of the sites.

The sites ranged in size from 1,900 to 10,418, with a corresponding density between one and twenty-five persons per square mile. Fourteen of the twenty sites are predominantely white, three are predominately black, one is predominately Mexican American, one is predominately Native Alaskan, and one has a large Native American population. The per capita income of the areas ranged from $1,716 to $4,566 (in 1974 dollars). The percentage of the population below the poverty level ranged from 8.3 percent to 59.0 percent. Overall unemployment for the sites ranged from 2.52 percent to 15.45 percent, while youth unemployment ranged from 31 percent to 77 percent. Table 1 summarizes the demographic variables for the sites.

TABLE 1

DEMOGRAPHIC CHARACTERISTICS OF RURAL SITES

REGION	SITE	POPULATION	DENSITY	PERCENTAGE MINORITY	PER CAPITA INCOME	PERCENTAGE BELOW POVERTY	PERCENTAGE YOUTH UNEMPLOYMENT	PERCENTAGE UNEMPLOYMENT
I	47	2,483		2.09	$1,760	10.02	47	10.81
I	48	8,119^{a}		00	$2,130	10.00	44	7.47
I	49	2,314		1.72	$2,120	8.38	42	6.18
II	46	4,714^{b}	3.00^{b}	.1^{e}	$3,479^{c}	9.6^{e}	42	11.8^{b}
III	50	2,882^{b}	6.92^{b}	.4^{e}	$3,077^{c}	2.19^{e}	17	15.0^{b}
III	51	9,702^{a}	28^{a}	00	$2,287^{c}	39.6^{e}	77	15.45^{c}
IV	52	2,180^{b}	14^{b}	60.1^{e}	$1,967^{c}	47.1^{e}	56	2.52
IV	53	8,400^{b}	16.1^{b}	75.3^{e}	$1,716^{c}	59.0^{e}	68	17.4^{b}
V	54	1,900^{b}	3.5^{b}	.9^{e}	$2,998^{c}	22.9^{e}	32	12.73
V	55	10,418^{b}	25.34^{b}	.2^{e}	$2,970^{c}	20.1^{e}	60	6.8^{b}
VI	56	2,500^{b}	2^{a}	5.5	$2,559^{c}	45.7^{e}	58	5.53
VI	57	9,510^{a}	23^{a}	55.8	$2,044^{c}	44.3^{e}	66	8.79
VII	59	8,800^{b}	11.22^{b}	00^{e}	$4,000^{b}	36.2^{e}	59	7.33
VIII	60	3,384^{a}	1.00^{a}	0^{e}	$3,682^{c}	8.3^{e}	62	9.49
VIII	61	7,689^{b}	5.48^{b}	0^{e}	$4,483^{e}	21.6^{e}	58	6.9^{b}
IX	62	3,200^{b}	3.34^{b}	.2^{e}	$4,566^{c}	9.6^{e}	42	9.84
IX	63	9,750^{b}	3.07^{a}	.1^{e}	$4,090^{c}	9.5^{e}	58	14.3^{f}
X	64	7,000^{b}						
X	65	7,700^{b}	1.76	0^{e}	$3,735^{c}	10.11^{e}	64	12.25
VII	58	2,090	1.0	.1^{e}	$4,442^{c}	23^{e}	31	2.09

a	1975
b	1980
c	1974
d	1972
e	1970
f	1979

Industrial/Economic Context of Community

The most frequently mentioned employment opportunities were in the areas of agriculture, lumber (forestry) and tourism. These employment areas can create problems for people seeking on-going, full-time work, as these major industries are seasonal, meaning high unemployment in winter months. The slump in the housing industry has resulted in a severe curtailing in the lumber industry. The second most frequently mentioned employers were the government, the school system, and manufacturing. Three of the manufacturing plants made parts for automobiles, and they had been hard-hit by the slump in the auto industry. Three sites said mining had been a major industry, but environmental restrictions have resulted in a slowdown or closing-down of the mines. Other employers included seaweed and seafood processing, ship repair, utilities, banks, construction, and transportation.

A majority of the county representatives said that their residents, especially the young people, leave the county to find work. Eight of the counties have unions operating, and none of the unions reported offering any training programs. Six of the counties included state or federal forests or parks within their boundaries and are thus subject to strict environmental restrictions. The result is that the industrial development potential for these areas is quite limited. Representatives at two sites reported the existence of any kind of economic development boards to help bring industry into the county. Respondents from two other sites said they liked things just the way they are and had no interest in any kind of community development.

Political Context of the Community

Most of the counties are governed by a board of elected representatives, usually with three to five members. The major city in each county usually would have an elected mayor. Some of the county residents described the political climate as "apathetic," "conservative," and "nonsupportive." The counties in federal forests felt the federal government had too much control, and the environmental restrictions impeded community development.

Educational Context of the Community

The educational contexts of the communities were as different as night and day. In twelve of the twenty counties, community attitudes toward vocational education were described positively. Such comments included "strong," "very supportive," "excellent," "very much in favor," and "one of the stronger areas of concern." One representative said, "With the adverseness of inflation and unemployment, vocational education is seen as a bright spot." A vocational education director said employers are waiting to hire technically trained graduates, especially in machine trades and data processing. One community that offered only wood-working shop and a few other courses felt that the strength of vocational education lay in the youth groups. They have very active Future Farmers and Future Homemakers organizations. One business representative said, "Vocational education has always been popular with the people. I think they have a very good school with better than average teachers." Another community has an open house at their vocational center and the newspaper provides coverage of the vocational programs on a weekly basis. The communities with good attitudes appear to have a close relationship with the local community and business through work-experience programs, their advisory councils, public relations efforts, and youth groups.

The communities with negative attitudes shared the common elements of unavailability of vocational education and lack of jobs. The cause and effect relationship here is somewhat akin to the "chicken and the egg" argument, i.e. it is difficult to say whether unavailability of vocational education causes lack of jobs or vice versa. Vocational education is unavailable because of a lack of funding, low enrollments, or consolidation efforts that move services out-of-reach of local residents. One local educational representative said that since consolidation moved the vocational center to an adjacent city, vocational education has lost community support "because they have no personal contact with the physical school building, so they forget about vocational education." In another county, a representative said they had limited resources and the community was hesitant to support additional programs. They tried busing students forty miles one-way to the nearest vocational center, but few students wanted to participate. He said, "Transportation was its undoing." Finally, another county's representative described the community attitude as apathetic because they "have no industry to draw attention to vocational education." The community assumes the graduates will go home "to the farm" and they will learn what they need to know from their parents, or they will leave the county to continue their education or find work. This provides a rationale for not spending money to support vocational education.

Community Based Programs Related to Employment Training and Placement

A wide range of CETA programs were found across the sites. Some of the sites had been very successful in establishing relationships with the local high schools, postsecondary institutions, and businesses for employment and training. Two sites have regional programs that serve two or three counties. One of these had been successful in providing nurse's aide, nurses, emergency medical, food service, and logging training programs with the community college. They have sent CETA clients outside of the county for training in truck driving, drafting and computers. They had also used CETA workers to build a solar-heated sheltereed workshop that is currently being used as a site to train handicappd persons in life survival skills. Another county said they had been successful in training clients in the county's largest city as teacher aides and police officers. They had less success with people in the outlying areas because of transportation problems. Representatives at two of the sites said they could use training programs in welding and construction.

Most of the CETA representatives complained that there are few employment opportunities in the area. They are limited to entry-level jobs in the government and schools in such areas as maintenance, janitorial service, and clerical positions. Two sites said they had tried training for out-migration, but the clients refused to relocate. Five of the counties said they had no training programs at all, but just tried to place workers as janitors or secretaries. In one county, the CETA program was quite elusive. The state representative said to talk to the local principal; the local principal said he had no idea who the CETA representative was for the county. The regional vocational school director in an adjacent county said he thought the CETA clients for the target site were in his county, but the CETA representative in that county said he did not have any clients from the target site. A business representative in the target site said he had talked with a CETA representative in his county, but nothing had come of the conversation. He thought clients might go to the adjacent county for services.

The successful CETA programs had established a good relationship with their local schools and business. In some cases, the CETA director was the local vocational education director or superintendent. In areas with less success, training facilities were not available or there were no jobs to provide for their clients.

Vocational and Adult Education Funding

Uniform data for funding were not available for all sites. Some of the principals and superintendents said they did not know their overall budgets or how much of their funds were federal, state or local. Therefore, this section will report funding information from selected sites. Seven of the sites reported receiving no federal funds to support their vocational programs at the secondary level. One county has no vocational center and so receives no funds. Another county is located fifty to eighty-five miles from the area vocational center; they feel this is too far to transport their students, so they forego any federal assistance.

Of those receiving federal assistance, the percentage of the budget from this source is usually low, ranging from 3 to 7 percent. There were two exceptions to this range. One regional vocational center received 35 percent of its budget from the federal government, and another received 20 percent.

Adult Basic Education programs were most likely to receive federal support, usually with some state and local assistance. Postsecondary institutions were most likely to be state supported.

Overview of Vocational and Adult Education

Secondary Education

At the secondary level, many area vocational centers have been established in the center of the county or in adjacent counties. The three counties with comprehensive central high schools bus students twenty minutes, one and one half hours and two hours one-way from the farthest point. The four counties that send their vocational students to an adjoining county bus their students thirty minutes, thirty minutes, thirty-five minutes, and one hour. Three sites have a choice of sending their students farther away (up to two hours one-way), and they have opted to forego vocational education for their students. Two of the counties have no high school within their boundaries, so they send their students to high schools in adjoining counties. Five of the counties have opted to have several small high schools with limited or no vocational education in order to maintain local control. One site had many small high schools. Prior to the construction of these schools, any student desiring secondary eduction was required to board in town. Two of the counties have only one high school with limited or no vocational education. At present, students come from forty to fifty miles away to these schools, and no busing is provided at one school. Parents either drive their children every day, or the children board in town. One county, faced with busing students for four hours, is working to begin a "satellite" program to bring vocational education to the students. The sateleite program would include offering vocational courses at the high school which are typically taught at the regional vocational center.

Enrollments in secondary schools ranged widely, from 5 to 825 students. The difference is attributable to the area's choice to consolidate or not. In keeping with the population distribution, fourteen of the school districts were predominately white, one school was 100 percent black, and one was 85 percent black. Ninety percent of one district's students are Native Alaskan, and 60 percent of another are Mexican-American. In the county with the large Native American population, the Native Americans attended schools on the reservation leaving the local high schools predominately white. Dropout rates ranged from 1 to 20 percent. One site representative said their dropout rate had been 40 to 60 percent before they decentralized the education system to provide high school in the outlying areas.

The percent of handicapped ranged from 0 to 11.4 percent, and the percent of disadvantaged ranged from 0 to 100 percent. Many of the local school personnel were reluctant to categorize their students as vocational or nonvocational. They encouraged all their students to take one or more vocational courses. When given the opportunity, a very low percentage of students chose to be bused to an area vocational center (ranging from 0 to 10 percent, usually around 6-7 percent).

The most frequently offered courses in the secondary vocational curriculum were business and office, home economics, agriculture, and industrial arts. Most of the local high schools offered at least three of these programs. Area vocational centers tended to have more expanded offerings, including automotives, distributive education, building trades, machine trades, health, drafting, and data processing. A few of the sites offered area-specific programs such as fishing, boat repair, skin sewing, and carving. Very different listings of vocational programs were obtained at the state and local level. The state department would list only approved programs; this was usually a smaller list than the local people would provide. The local people said because of their size it was difficult to meet all of the state's requirements for certification of their programs.

Few of the sites indicated that they had work-study or cooperative programs. Finding places for the students to work and transporting the students to the work place were the major impediments to having such programs.

Four of the sites have attempted to expand their offerings by the use of mobile vans. Two sites found this expense exceeded their budgets, and so discontinued the practice. Two schools in one county shared a van, thus providing their students with an industrial arts program.

Generally, the facilities and equipment at the regional vocational centers were described favorably, due for the most part to the recency of their construction. In one county with two high schools, one school was described as being "in very good condition." The other high school's representative said their building was in such disrepair that they "must move the kids from parts of the building in winter."

Six of the sites reported inadequate facilities or equipment. One school was built in the 1920s with little upgrading of facilities since. The agribusiness building is too small for the sizes of classes and the modern equipment needed to teach today's vocational courses is not there. The principal remarked that "the business department is still using manual typewriters because the budget is too low to purchase the required electric typewriters." Another principal said "The school condition borders on weak. The building is an old WPA building from the thirties. The ag. building is in disrepair; equipment is adequate, fairly up-to-date considering the limited program."

In other schools, progress is being made. One school is presently setting up a shop because they received grant money from the state in this category for the first time in seven years. Several of the schools use alternative locations for training, such as hospitals, the highway department, and the town hall. Several are also using mobile vans, sharing facilities and equipment.

Some of the smaller schools have only one to nine teachers. The teachers are "generalists" who rely on community people for special skills. In these schools, the principal is usually the counselor. The general sentiment seemed to be that the community's were so small that every one knew what was available, so there was no need for a placement service. Most of the kids out-migrate to find jobs or go to college. In the middle size schools, a counselor might be shared among schools, or provided on an intermittent basis by a regional center. Larger schools have one or two counselors, but many of the principals felt this was inadequate.

The sentiment was expressed that kids in rural schools get a better education than those in urban schools because the teachers know each student as an individual and can give extra help to students who need it.

Everyone felt that the quality of their teaching staffs was excellent. The representative at a Native American reservation school said, "I think we're finally turning the corner." Many agreed that teacher recruitment represented a problem, especially in industrial arts, wood shop, auto mechanics, nursing, and business. One school did not offer its agriculture program for six months because they could not find a qualified teacher. Locations with no difficulty recruiting usually had higher salary scales and a low cost of living. Recruitment of faculty is difficult because, in the words of one principal, "Surrounding areas are paying as much as $4,000 to $5,000 more for teachers with the same qualificaitions." Inservice training opportunities were generally weak. In one area, the National Alliance of Businesses held a workshop to involve teachers and industry.

The smallest schools tended to have no special programs for the handicapped because they have no special education personnel and they"individualize" every students program. One superintendent described their special education program as "paleolithic." One school established a special program for their handicapped students in life skills and conservation and land development. Two schools had hired aides to help the handicapped in their industrial arts program. Several schools had established work-study programs for their handicapped students and wanted to obtain funds to "set up business just for the handicapped to run and work in." Another school uses the area vocational center as an alternative program for students who do not fit into regular programs (e.g. dropouts). Regional centers and cooperative programs with other schools are also used to provide services.

None of the schools reported having any special programs to encourage women to enroll in nontraditional programs. The majority of the respondents felt that there was no sex bias in their programs because anyone could sign up for any program that they wanted. One school required everyone to take at least one course in home economics, business and shop. The superintendent felt this had contributed to their success in breaking down stereotypes. One school system said they did not encourage enrollment in nontraditional programs because of the "strong cultural division of labor". While the school personnel could point to one girl in welding or one in building trades, the students seem to line-up according to traditional sex-role stereotypes for vocational programs.

Postsecondary Education

Sixteen of the twenty sites do not have a postsecondary institution in the county. One state level postsecondary representative described the county "as low in service as anything." At one site the community college will bring a course to the county if eight to ten people sign up. Another community tries to extend its services by the use of correspondence courses, part-time local faculty and faculty travel. Most of the counties have postsecondary education within a 100 mile radius, although few of the schools have residential facilities. The community colleges have large service areas and usually have a wide array of vocational offerings. College representatives agreed that recruitment of faculty was difficult, especially in the areas of data processing, electronics, banking and finance, medical records, and forest technology. One school is closing its' medical records program because they cannot find a qualified instructor. Another school could not find cross-cultural or bilingual teachers.

Several of the representatives felt their equipment was out-of-date, particularly in the data processing area. One representative said their equipment was out-of-date because "funds are not available because they are skewed to the secondary level." Another described their situation as "doing major surgery with bandaids," trying to adjust to a classroom and equipment shortage.

Counseling services varied widely from site to site. Sites with a strong counseling and placement office said their placement rates were usually 70 to 80 percent. One representative said their placement rate dropped from 78 to 56 percent in one year because "the jobs are not there now." Dropout rates at the postsecondary level tend to be high, usually around 30 percent.

Similar to secondary-level findings, few of the post-secondary institutions reported having special programs for the handicapped, and none reported special programs to encourage women to enter non-traditional programs. Three school representatives said handicapped people do not come there because the campuses are built into the side of a mountain and it would be impossible to adapt to the needs of the handicapped. One campus made adjustment for the handicapped by rescheduling in an accessible classroom when a handicapped person enrolled, and another hired an interpreter for a deaf person.

Referring to the entrance of women into nontraditional programs, one representative stated, "All our programs are open to women. We do not discriminate for or against."

Adult Education

About half of the sites had adult basic education (ABE) and GED services available to them in their county. While adult vocational education typically has a different meaning than ABE or GED, only one site reported offering any other courses for adults unless it was part of a CETA program.

The ABE and GED programs were usually coordinated through the local high school or community college. Two sites offered individualized tutoring. In one county, a mobile van was used. The coordinator said the van was expensive to operate. She said, "We need to have fifteen students to make it cost effective. The van gets about four miles to the gallon. We are lucky to have eight students and have to beat the bushes for those. We just go until we run out of gas, fill it up and return. We use it for the real rural areas."

Funding for adult education varied from site to site. One ABE coordinator said he had no real problems, as funds were more available for ABE than other programs. He said, "We have enough money to do the job as well as we can do it." Another coordinator said, "Money is provided to set up the classes in adult ed., but not enough is given to pay the instructor. So lots of times classes don't go." Several sites tried to solve their financial problems by offering ABE every other year, or every three or four years. Another counselor stated, "There is a lack of materials and equipment to work with in conducting adult classes." Another representative said all their courses were taught in English because books are not available in the language spoken by 90 percent of their students.

The successful programs report being flexible in meeting places, times, and format. One site will hold classes in the local schools, library, church, or community building or will tutor individuals in their homes. Another coordinator said they took their programs to the remote locations, but they often taught in buildings with "intermittent or no plumbing and sometimes no heat."

One site with a large adult enrollment received students through CETA referrals, newspaper advertisements and the school's guidance office. Another site's representative said, "Success stories spread and ABE picks up a lot of students; also through community action agencies. Once students get confidence they venture out of their homes."

Problems and Needs in Vocational and Adult Education

Energy

Only three sites mentioned energy as a problem. One education representative said, "The Federal government needs to recognize the escalating costs of operating the school facilities and the drain that makes on the educational program. Heat takes up to 50 to 55 percent of the educational budget." Two business representatives felt that economic development was hampered because cheap energy was not available in their areas. The result is a lack of jobs in their areas.

Community Attitudes

Community attitudes were seen as a problem in a number of sites. Representative comments included, "Transportation is not a problem, getting kids exposed to vocational education is a problem. Depending on what high school they went to, they may not know about vocational education or the occupations for which vocational education can train them." "The problem is kids not wanting to leave home or spend time on the road." "I have trouble getting kids to go to the regional high school because they are so peer oriented - they don't want to leave their friends." "This county does not offer any vocational programs. They have tried for a tax referendum, but the people reject it every year." "Vocational education is not a priority, because we have no jobs, and the people do not want to train for out-migration. We think it's more important to turn out well-rounded persons, unskilled, but well-rounded." "Due to the economic conditions and type of community, 70 to 80 percent of students should be in vocational education." "In 1965 the schools merged into a countywide system; this was much resented by the taxpayers. Since then, all bills asking for money for school have been defeated." One employer who has battled at length for vocational offerings at the high school said, "It is like banging my head against a wall."

Interracial relations have contributed to poor support of vocational education in some communities. In the rural areas that were included in this study, segregation appeared to occur on a geographic basis. The counties' populations were either almost all Caucasian or had high concentrations of blacks, Mexican Americans or Native Americans. In reference to one county that was almost 100 percent black a state educational representative said, "We try to forget that that's part of the state. Our black brothers run that part." In a site with a Native American reservation, a representative said, "The Native Americans don't attend school in a nearby community, because there are not good feelings between them."

One secondary education representative expressed the sentiment that vocational education should be done at the postsecondary level. A postsecondary representative said he felt a problem existed in "getting people to understand the two-year program - what it is and where they can go from it." Community attitudes were also seen as a problem in bringing in industry. One representative said very little business was moving into the area due to an attitude to keep the area "forever wild." This was beginning to haunt residents because their children could not stay in the area - there is nothing for them to do. Another area's representative said their biggest industry was the tourist business, but the federal government would not support such training because it is seasonal. An educational representative said the community's attitude is bad because there are no jobs. He said the school needs to train students for out-migration.

Employment

An overwhelming consensus was found concerning the lack of jobs in these rural areas. This was consistently identified as a key issue by representatives of education, business, and civic organizations. Representative comments include: "The problem is direct employment opportunities. Students want to stay in the area, but they must out-migrate to find jobs." "You can have vocational education, but you must have business to employ." "Not one student who graduated last year still lives here." "The community needs to counteract environmental restrictions so that industry can come in." "The setting is too remote to encourage industry to come in." "Our economy is always in a state of recession; it's a way of life." "Very high unemployment and no industry have caused a high alcoholic rate (highest in the nation)."

Over and over again, representatives said there are no jobs and the youth must out-migrate for employment. What jobs there are available are for unskilled labor and are largely seasonal. Several representatives thought encouragement of small businesses would provide some relief.

Linkages

In many communities, linkages were not seen as a big problem because "We're so small. Everone knows everyone else." Many times the superintendent acts as the principal, the counselor, the CETA director, and local employer. However, it was noted in the previous section that about half the communities do not have significant linkages with the local schools. Representatives expressed a need to improve linkages among the secondary, postsecondary, adult, business, CETA, and state and federal level agencies. One site had only residents of the county's largest city on its advisory board because transportation problems prohibited participation by residents in outlying areas. As one representative said, "We need each other to survive."

Funding

Lack of funding tied with lack of jobs was the most frequently mentioned problem. Low tax base and government "red tape" lead to inadequate resources to support education. Representative comments include: "The federal government has not been very successful in rural areas. They put the money where the students are. They don't want to put money where there aren't very many people. Rural areas are kind of like the poor lost relative - we're ignored." "With the tax base we can't come close to offering what other schools offer." "In order to survive in a rural area we must have increased federal funding. We are important to the economy of the nation. Rural should be targeted by the federal government. We need rural set-asides." "We are rather independent. We need funds, but we would want to outline our own program. Increase funds without all those restrictions." "We need regular program support. We need funds to eliminate sex bias. The coordinator position is ineffective." "Politics are such that postsecondary education is not receiving a reasonable portion of federal dollars. State agencies are predominated by secondary-level personnel." "The legislators need to provide set-asides for rural, poor areas with no tax base. These areas are usually economically deprived."

Several people expressed the sentiment that the funding models were designed for urban areas, and they were becoming discouraged. "The funding model is wrong for rural areas; it is outmoded." "The federal government must furnish funds for rural schools or small districts are finished. The method of funding must be changed. Property taxes are not adequate. Rural set-asides may be a good idea, but usually have too many strings attached. We have become so discouraged - it isn't worth it. The paperwork and the secretary required to get it out - we just don't have time or help." "Personally I don't want any federal money; we'd be better off without it." One district receives no federal funds because they cannot meet the certification requirements. He said, "Send us more money or more equipment with no strings attached and no paperwork." Another representative said, "The more federal dollars you accept the more local control you lose. They're getting worse as far as requirements and records. It's more trouble than it's worth."

Another representative felt "the federal government should change the formula basis in states so that the rural areas can get a larger share. Population as a basis is unfair because unit costs are higher in rural areas. Transportation costs are also higher." The distribution of funds to regional centers was felt to be unfair by a local district representative. He said, "The money would be better spent in our own school. The local districts get little real benefit from money spent at regional centers."

Several counties had tried using mobile units to provide training in remote areas. While the consensus was that this was a good idea, insufficient funds were available to continue the programs. One representative said, "We need money to pilot new ideas and support innovative ideas that work."

Fewer complaints about funding were expressed by CETA and ABE representatives. Their major concerns focused on the instability of funding and the accompanying uncertainty year to year.

Equipment and Facilities

The inadequacy of equipment or facilities was mentioned sporadically as a problem. Many of the communities are served by regional high schools that were recently built. Those areas that complained of inadequate facilities or equipment were generally those with a local comprehensive high school which were built in the 1900s. Several representatives of the older institutions said they had inadequate funds to renovate their buildings to make them accessible for the handicapped. Several areas complained of a lack of availability of post-secondary institutions.

Transportation

Transportation was another consistently mentioned problem by the respondents. Most of the schools and public service agencies cover large service areas, meaning their clients must travel long distances on poor or nonexistent roads, with no public transportation available. Some educators have resorted to using the telephone to communicate with interested parties, however, this is not felt to be adequate for all purposes (e.g., training). Poor phone service is also a problem in many rural areas. Transportation costs are also on the increase, creating another drain on educational resources. Consolidation has resulted in higher transportation costs and, in some instances, a complete unavailability of vocational education because it is too far away.

One representative said, "Transportation is prohibitive in attending the area vocational center forty-six miles away. If the students attend, they would not have time for basic/academic education. Due to this problem, we would like to have mobile units and travel from school to school on a rotating basis." The lack of public transporation was cited as an impediment to conducting work-study programs, to getting to any jobs at all, and to CETA and ABE clients' participation in their programs.

Administration Programming

A wide range of problems were categorized as administration programming, including limited population, unavailability of qualified teachers, lack of guidance, administrative burdens, and lack of services for adults.

The size of the community and the concomitant small school enrollment means limited course offerings, as exemplified by these comments: "Limited population base makes it impossible to expand into program areas the community would like to have." "In this size community and with this budget, a formal vocational program that meets all the state requirements for reimbursement is difficult." "There is a problem with students being able to observe and experience vocational education because of limited opportunities." "We really have a problem because of cost in offering program variety." "We would need more vocational education if we begin to grow at all." "We have to cancel classes because there are not enough students to justify the expense." "Accreditation has brought problems - applying big city school standards to small communities is pointless and wasteful." Generally, the educators felt frustrated by the limited offerings due to sparse populations that are so spread out.

As was mentioned in a previous section, recruitment of teachers represents a real problem in isolated rural areas, as is reflected in the following comments: "We can't find fully qualified, certified vocational education teachers - like our typing teacher is our music teacher." "We have only one or two teachers who have to teach all the subjects in some of our remote schools." "The federal government needs to place a bigger emphasis on producing highly qualified teachers. We are competing with private industry and we have a terrible time finding someone." "Technical training is difficult due to changing technology. We put our emphasis on teaching the basic skills and leave specific skill training to the community college." "Attracting competent vocational instructors is a problem. We can't compete with business and industry salary-wise." "Teacher turnover is a problem. If we can't replace them, we don't offer the program." "The problem is that the staff must assume so many duties from janitor to teacher to vocational education director." "Competency Based Instruction (CBI) is a problem. Instructors aren't tooled up for it and, because of their work load, don't have time to set up CBI for each of their courses." "It is difficult for teachers to get further training due to having to travel so far."

Counseling and guidance services are quite limited, especially in the areas of career awareness and counseling. Representative comments include: "The weakest area is counseling. The teachers function in that role now and there is no career education." "There are no counselors at our school. Sometimes one comes from another county, but it's not part of his job. The reason is it's rural, remote and few dollars - so no guidance." "There is a need to get kids who are turned off to education into vocational programs earlier, maybe in prevocational courses." We need to have a resource van for teachers. Materials dealing with careers and guidance are not available." Guidance has not been available and kids haven't been exposed to job options. Students need to be exposed earlier to career awareness and career education."

Limited course offerings represent another administrative programming problem, as is exemplified by these comments: "Someone in the state office looks at economic development and determines what will be offered in vocational education, usually in some traditional field. This does not meet our needs at all." "There are no offerings of business courses and there is a need in forest service and government for people with shorthand and typing skills." "No training programs exist at the high school. My company does all its own training. This is caused by laziness of school administrators. They only offer homemaking. In this area all they think of is sports. They have been telling me for twelve years that they have too much curriculum. I have never gotten any cooperation." "The trade areas offered are outdated for our time." "Teach the basic skills either before or in conjunction with skill training." "How useful are business courses when rodeo is the biggest ambition of many kids who will stay around - besides the traditional vocational agriculture and home economics" "The advisory committee recommended that we get a metal shop but there is no money. They also felt that the basic skills of kids could be improved."

Administrative burdens in trying to obtain federal funds were described as follows: "Rural areas cannot compete with urban areas for special monies - haven't got the staff to write proposals." "The major problem is we don't know how to write proposals for money. We need training for people to learn how to do this." "We need methods to find out what's available." "Mandates and paperwork are cumbersome. Paperwork overburdens our $9,000 to $10,000 vocational education budget." "We have applied for grants and been successful, but haven't real expertise in grantsmanship. Many times it's too much trouble." "State certification takes a long time."

Several of the sites felt the adult education services were inadequate, as exemplified by these comments: "Vocational programs are not available to adults. Vocational centers have a traditional approach." "Adults need skills upgraded for new industry." "We need a strong adult education program with a variety of offerings. Adult education will be part of our new satellite school." "Child care is needed for adults who continue their education." "Finding and motivating adults is a problem. I don't know what might make a difference from what we are doing now." "ABE grants are evaluated on paper, not in the field. There is not a solid commitment for ABE at the state or federal levels."

Accessibility

Accessibility for special needs students and for students in nontraditional programs represents another category of problems faced by rural educators, as the following comments indicate: "Serving the handicapped is a problem. The state did emphasize separate programs, then changed and students were mainstreamed. Teachers have no training for handling the handicapped and disadvantaged." "Economics of the program are a problem. We have the same problems as urban areas only magnified. A family moved in here with two hearing-impaired kids. The school had to hire a full time teacher. The state and federal government help on a per pupil basis only." "We don't have any handicapped because the campus cannot accommodate them. It is set on the side of a hill. It would take a massive amount of money to correct the situation." "Hearing impaired is a problem for ABE students. There are a lot of hearing impaired persons and no special services. We just talk loud." "A sheltered workshop is badly needed for CETA clients." "We have no special programs; we mainstream all we can. Instructional aides do work with the handicapped in some programs, but I would hardly call them vocational." "Congress does not understand the uniqueness of the area, the language problems, and the local differences. The best thing they could do is spend some money and see for themselves what we are talking about. Then they would see why a bureaucracy does not work for the people." "The second language is the number one problem. The federal government is giving support for bilingual education, but curriculum materials for vocational education need to be locally developed."

"There is a lack of good voc. ed. programs for women. You can find some women in voc. ed. programs, but women do not get placed in nontraditional jobs." "Accessibility is a problem for ABE clients. Most of the people are poor and have cars that don't work well - then distance and geography become factors." "The poor people can't afford to enroll in CETA because they can't afford to leave the work they do. The low prevailing wages get them into a bondage thing, into a set work cycle, so they can't take advantage of a work program."

Student Characteristics

Problems related specifically to students centered on low achievement, low aspirations, and lack of basic skills, as exemplified in the following comments: "Students have low aspirations - fearful of education - low self-esteem." "Major problem is reluctance of students to divide loyalty between high school and vocational center." "Lack of motivation by students to get training until they are twenty-five to thirty years old. By then it's more difficult." "Students have poor basic skills and are not prepared for employment." "Native Americans are harder to find employment for - due to lack of training on the reservation, lack of work history, and failure to stay on a job." "Only low achievement students or ones with a family business stay in the area." "The kids are lacking English, spelling, and arithmetic skills." "Student's basic skills are deteriorating. Universities are getting the same caliber of students. Junior colleges are left with the developmental type of students." "Beginning in 1981, students who can't pass the proficiency exam won't graduate. Voc. ed. students will drop voc. ed. to take remedial courses. This will lead to dropouts and unemployment."

One representative was proud of the progress made in his region, while recognizing the problems that still exist. "Our state is the frontier. We are relatively new in our struggle for perfection, but we're on a healthy road. Some of our parents and most of our grandparents could not read a word of English. Speaking a 'second language' is difficult especially in trying to get into the unions or colleges."

Legislation

The major comments on the legislation that governs vocational and adult education centered on the excessive paperwork and restrictions. Many of the respondents felt that the legislation was written for urban areas. "Federal guidelines are written for urban areas. We may only have one student who falls in a low incidence category. We don't receive the funds because we don't have the numbers." "Legislation is written by urban people. There's no flexibility from federal to state, which hampers the local level. There's overlap in handicapped, voc. ed., and disadvantaged legislation with conflicting accountability requirements. Agencies suffer from tunnel vision." "Too much control at the federal level. Too many mandates. 94-482 is the worst piece of legislation written." "Too much paperwork involved with compliance - ties up the machinery. Austerity program at state level says to do the same job for less, and we are having an overload of paperwork." "Legislation is too damn bureaucratic. Too much money is spent before it reaches the student."

One administrator said he objects to the duplication of effort involved with federal and state accountability reports. He recognizes that extra paper work is a necessary evil and has attempted to educate his staff to understand that taxes will have to be raised to hire the paper pusher. He cannot do it all. They had to give up a Title II reading and math program because of the extra paper barrage.

Recommendations for changes in the legislation are reflected in the following comments. "The fed's could help by having exemplary programs and showing ideas. Do not say, 'you have to do this.' Share ideas without bureaucracy." "Increase funding to rural areas in the new legislation." "More legislation is needed for career awareness and career education." "Need to consolidate set asides for the disadvantaged, and take away matching requirements for localities." "Mandated programs are a problem. For example, the handicapped mandate. You may only have one in the county, and as it's funded on a per pupil basis, cost is a burden on the county. We need a floor on programs to cover the cost of personnel, equipment and materials." "The federal legislation should eliminate state vocational education agencies and allow districts to apply directly for funds. Allow cities and counties to join together as consortia to go directly to the federal agency. The Vocational Education Act has not worked very well in getting funds to community colleges."

"Probably what they need to do is repeal the Vocational Education Act and restructure a new law that would address more contemporary conditions. We have basic problems: youth unemployment, decline in national productivity, and a disparity between secondary and postsecondary funding." "Problems of the handicapped and disadvantaged don't get serviced very well under the Vocational Education Act. Come up with a single human resources act - combine CETA and vocational education. Focus on serving populations and not on maintaining the secondary education system."

Several of the representatives commented specifically on the CETA legislation. "Conditions under federal guidelines are a problem.. Need to know the rules before you start a program. The Federal guidelines are restrictive. Accountability is a problem - you must account for every pencil." "The wage limitation for public service employment is a problem. People can only be hired into low-level clerical or janitorial jobs with no future. The time limitation for work experience should be extended. Often a client is left with nothing to go to." "To benefit from training, people need ABE. CETA tends to overlook ABE. There are discrepancies between funding ABE and CETA." "The legislation is bound up in categorical programs. If you don't fit into the category, you can't be funded." "Let local organizations run the programs and decrease the paperwork."

CHAPTER IV

LEGISLATIVE REVIEW

The legislative review focuses on legislation that is pertinent for the delivery of vocational and adult education in rural areas. Information was obtained by using the actual pieces of legislation, the U.S. Code annotated for use in 1980, and the U.S. Code for 1976.

The legislation was reviewed using the descriptors: rural, unemployment rate, dropout rate, economic development, economically disadvantaged, women, minorities, handicapped, and completion and placement. The legislation was divided into two groups: pieces of major interest and other pieces of legislation. The pieces of major interest include:

I.	Education Amendments of 1976	P.L. 94-482
II.	Adult Education Act	P.L. 91-230, as amended P.L. 95-561
III.	Comprehensive Employment and Training Act Amendments of 1978	P.L. 95-524
IV.	Economic Opportunity Act of 1964	P.L. 88-452, as amended P.L. 95-568

Descriptions of these major pieces of legislation are presented below. A detailed matrix of each piece of legislation is included in appendix 4, which presents the relevant provisions for each descriptor.

Other pieces of legislation that were also reviewed include:

I.	Education of the Handicapped	P.L. 94-142
II.	Appalachian Regional Development Act of 1965	P.L. 94-188
III.	Urban Mass Transportation Act	P.L. 88-365, as amended P.L. 95-599

IV.	Rural Development Act of 1972	P.L. 92-419, as amended
	Consolidated Farm and Rural Development Act	P.L. 87-128, as amended
V.	Urban Growth and New Development Act of 1970	P.L. 91-609
VI.	Department of HUD Act	P.L. 89-174, as amended
VII.	Low Income Housing	P.L. 93-383

A short summary of these additional pieces of legislation is presented after the overview of the major pieces of legislation.

Major Legislation

The major pieces of legislation include:

I. Education Amendments of 1976 (P.L. 94-482)

The general purpose of the Education Amendments of 1976 was to extend the Higher Education Act of 1965, to extend and revise the Vocational Education Act of 1963, and to extend and revise other programs. The vocational education act expires September 30, 1981 and reauthorization hearings are currently being held. According to the Assistant Secretary for Vocational and Adult Education, the five key issues for reauthorization are "whether the primary objective of federal vocational education funding is to provide services to special groups or to the entire population; whether funding should be directed toward basic or higher skills; and whether the money should support only research programs or administrative costs as well; if federal aid should center on economic development, national productivity and reindustrialization or on-the-job training and employment for disadvantaged groups; and whether the federal, state or local government should be responsible for setting program priorities" (Education Daily, August 14, 1980).

The current legislation specifically mentions rural three times. Section 124 (a) says that states should give priority to large urban areas and isolated rural areas having a substantial number of youth who have dropped out of school or who are unemployed. This refers to the use of funds under section 120 for the construction, equipment and operation of schools to provide vocational education. In section 132 (a) (2), the use of funds is authorized for exemplary and innovative programs to develop training opportunities for persons in sparsely populated rural areas and for individuals migrating from farms to urban areas. Ten exemplary programs started in 1977 were supported in 1979. The average project enrolled seventy-one students, developed 206 community resource sites representing 270 different exploration learning stations

The third time "rural" is mentioned is in section 191 which provides for emergency assistance to local education agencies (LEAs) in urban and rural areas to modernize, remodel, or renovate facilities to provide vocational education.

The legislation includes numerous provisions related to unemployment, economically disadvantaged, handicapped, minorities, women, dropouts, and completion and placement. For example, section 106 (a) (5) (A) (i) reads that states should give priority to applicants that are located in economically depressed areas; areas with high rates of unemployment. In section 106 (a) (5) (B) priority is given to handicapped students, students from low income families, and students from families in which English is not the dominant language. Section 104 (b) (1) and 107 (b) (4) (A) (B) reads that a state board should be established and a state plan should be submitted in order to assure equal access to vocational education they must specify actions to be taken to overcome sex stereotyping and discrimination, develop model programs to reduce sex stereotyping in all occupations, and encourage enrollment of both men and women in non-traditional courses of study.

II. Adult Education Act (P.L. 91-230, as amended P.L. 95-561)

The purpose of this program is to expand the educational opportunities for adults and encourage the establishment of programs of adult education that will (1) enable all adults to acquire the basic skills necessary to function in society; (2) enable adults who do desire to continue their education to at least the level of completion of secondary school; and (3) to make available to adults the means to secure training that will enable them to become more employable, productive and responsible citizens. Changes made in the Adult Education Act by the 1978 amendments increase outreach activities and encourage expansion of delivery systems other than the public school system. The amendments became effective in November, 1978. Three-year state plans beginning with fiscal year 1980 will implement the amended legislation.

The act defines "adult basic education" as education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals with a view of making them less likely to become dependent on others to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment and to making them better able to meet their adult responsibilities Section 1202 [c]).

The Adult Education Act (Section 1205 (b) (1) (8)) requires the filing of a general state application and submission of a state plan that shows the involvement of residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, and institutional adults in the development and implementation of the plan.

Section 1205 (a) (1) provided funding of education programs for elderly persons whose inability to speak or read the English language is limited and who live in areas with a culture different than their own. Section 1211 (a) gives priority to applications from Indians and Indian educational agencies, organizations and institutions. Grants were also made avialable for special adult programs for Indochina Refugees.

III. Comprehensive Employment and Training Act Amendments of 1978 (P.L. 95-524)

Section 2 of this act states, "It is the purpose of this Act to provide job training and employment opportunities for economically disadvantaged, unemployed, or underemployed persons, which will result in an increase in their income, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency opportunities and enhance self-sufficiency by establishing a flexible, coordinated and decentralized system of Federal, State and local programs. It is further the purpose of this Act to provide for the maximum feasible coordination of plans, programs, and activities under this Act with economic development, community development, and related activities, such as vocational education, vocational rehabilitation, public assistance, self-employment training, and social service programs." The term "rural" issued in a variety of contexts throughout the act. In section 419 (a) rural development is included as an acceptable field for employment and training under the Youth Incentive Entitlement Pilot Project. Section 453 states that Job Corps enrollees shall "include an appropriate number of candidates selected from rural areas, taking into account the proportions of eligible youth who reside in rural areas and the need to provide residential facilities for such youth." Civilian Conservation Centers located primarily in rural areas, should provide programs of work experience to conserve, develop or manage public national resources or public recreational areas or to develop other community projects in the public interest. Centers located in urban or rural areas shall provide training and other services for specific types of skilled or semi-skilled employment (Section 456). Under Title VI, Counter-cyclical Public Service Employment Program, provision is made for temporary employment during periods of high unemployment. Section 604 of this Title states that funds should be used ". . . to provide contihued support for concentrated employment program grantees serving rural areas having high levels of unemployment. . .".

Title VIII established the Young Adult Conservation Corps, and Section 803 states that for Corps enrollees preference shall be given to youths residing in rural and urban areas within each such state having substantial unemployment. . ."

Generally, a prime sponsor must have a population of 100,000 or more, however, this population criterion can be disregarded if it is a "rural area having a high level of unemployment..." with the capability of carrying out the programs under the act to serve a special need as effectively as a larger unit of government (Section 101). Section 105 states that the Governor's coordination and special service plan shall provide "financial assistance for special programs and services designed to meet the needs of rural areas out-side major labor market areas."

Title II, Part D is designed to provide economically disadvantaged persons who are unemployed with transitional employment in public service. Section 233 states that funds under this Title shall be used "to provide continued support for concentrated employment program grantees serving rural areas having high levels of unemployment. . . ."

Section 303 states that the Congress recognizes that "chronic seasonal unemployment and underemployment in the agricultural industry, substantially affected by recent advances in technology and mechanization, constitute a substantial portion of the Nation's rural employment problem and substantially affect the entire national economy. . . ."

Section 311 authorizes demonstration and experimental projects to be conducted "in rural and urban areas, in sparsely and densely populated areas, and in areas with inadequate means of transportation." Section 312 authorizes a labor market and job bank information system "to establish and maintain more comprehensive household budget data at different levels of living, including a level of adequacy, to reflect the differences of household living cost in regions and localities, both urban and rural."

Because the purpose of the legislation focuses on the economically disadvantaged, and the unemployed and underemployed, there are numerous references to these groups throughout the legislation. In addition, plans must include services for individuals who lack credentials and require basic and remedial skill development, have limited English-speaking ability, are handicapped, are disabled or Vietnam-war veterans, are offenders, are displaced homemakers, are public assistance recipients, are fifty-five years of age or older, are youth, are single parents, are women, or are other individuals who the Secretary determines have particular disadvantages in the labor market (Section 103). This section also recognized the need to insure that procedures are developed which will lead to skill development and job opportunities for participants in occupations traditionally limited to individuals for the opposite sex.

Title III recognizes the need for special programs for Native Americans and the handicapped. Title I provides maximum reasonable opportunity to small and minority owned businesses. Title IV focuses primarily on out-of-school youth and means of reducing the school dropout problem.

The pending Youth Act of 1980 is designed as a replacemnt for, and improvement of certain sections of, the 1978 CETA Amendments. Present programs will continue through 1981, while planning is underway to implement the new law in October, 1982. Anticipated changes include a consolidation of programs into Title I which will focus on older, out of school youth and Title II which will emphasize serving in-school youth and the provision of basic skills training. The intent is to provide prime sponsors with an overall planning process that is more flexible and a reduction of paperwork.

IV. Economic Opportunity Act of 1964 (P.L. 88-452, as amended P.L. 95-568)

The purpose of the Economic Opportunity Act of 1964 was reported as: "Although the economic well-being and prosperity of the United States have progressed to a level surpassing any achieved in World history, and although these benefits are widely shared throughout the Nation, poverty continues to be the lot of a substantial number of our people. The United States can achieve its' full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his [sic] capabilities and to participate in the workings of our society. It is therefore the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity. It is the purpose of this chapter to strengthen, supplement, and coordinate efforts in furtherance of that policy (Section 2701)."

This act is replete with references to economic development in rural areas. Research and demonstration projects are authorized to stimulate a better focus of resources to enable rural residents to attain the skills, knowledge, and motivations and to secure the opportunities for them to become fully self-sufficient (Section 2711). Subchapter II (Sections 2781-2837) deals with the establishment of urban and rural community action programs, and Subchapter III (Sections 2841, 2851, 2852, 2853, 2854, 2855, and 2856) provides loans to low-income rural families to assist in raising and maintaining their income and living standards. Section 2928 (b) provides for an equitable distribution of funds between rural and urban areas for Headstart programs. The purpose of Subchapter VII (Section 2981-2985) is "to encourage the development of special programs by which the residents of urban and rural low-income areas may, through self-help and mobilization of the community at large, with appropriate Federal assistance, improve the quality of their economic and social participation in community life in such a way as to contribute to the elimination of poverty and the establishment of permanent economic and social benefits (Section 2981)." Subchapter VIII extends services to Native Americans in rural and urban areas, and Subchapter X provides legal services to low-income residents of rural and urban areas.

Other Legislation

The other pieces of legislation included:

I. Education of the Handicapped (P.L. 94-142)

This act provides for programs to meet educational needs of handicapped children. This is accomplished by providing a free and appropriate public education and related services required to assist a handicapped child to benefit from special education. It services ages three to twenty-one inclusive and provides for handicapped children in schools or Indian reservations and the identification and evaluation of handicapped children.

It authorizes grants or contracts with institutions of higher education, including junior and community colleges, vocational and technical institutes, and other appropriate nonprofit educational agencies for the development and operation of specifically designed or modified programs of vocational, technical, postsecondary or adult education for deaf and other handicapped persons with priority given to programs adapting existing programs of vocational, technical, postsecondary, or adult education for the special needs of handicapped persons.

Section 1401 defines "handicapped children" as "mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, or other health impaired children, or children with specific learning disabilities, who by reason thereof require special education and related services."

II. Appalachian Regional Development Act of 1965 (P.L. 94-188)

This economic development program establishes activities that will contribute to the growth of the Appalachian region. These programs include: construction of a development highway system, construction and operation of multicounty health projects, application of and treatment and erosion control measures, support of timber development organizations, reclamation of land damaged by postmining practices, operation of a comprehensive water resources survey, construction of vocational education facilities and sewage treatment facilities, research grants, supplement of grants-in-aid and construction and equipment of public facilities.

III. Urban Mass Transportation Act (P.L. 88-365, as amended 95-599)

The purpose of this law is to assist in the development of improved mass transportation facilities, equipment, techniques and methods; to encourage the planning and establishment of area-wide urban mass transportation systems needed for economical and desirable urban development; and to provide assistance to state and local governments and their instrumentalities in financing such systems. In 1978, the law was amended to provide intercity bus service for rural areas. The amendment authorized the initiation, improvement, or continuation of intercity bus service for residents of rural areas and residents of urban places that have a population of 5,000 or more and are not within an urbanized area. The term "intercity bus service" means transportation by a private bus operator authorized to to transport passengers (1) between one urban place[1] and another urban place, 2) between an urban place and an urbanized area [2], and 3) between an urbanized area and another urbanized area. The term does not include local service (Section 1618). The amendment authorized expenditures through September, 1982.

IV. Rural Development Act of 1972 (P.L. 92-419, as amended) and the Consolidated Farm and Rural Development Act (P.L. 87-128, as amended)

The purpose of this legislation is to encourage and foster a balanced national development that provides opportunities for increased numbers of Americans to work and enjoy a high quality of life dispersed throughout the nation by providing the essential knowledge necessary for successful programs of rural development. The act authorizes rural development extension programs to provide technical services and educational activity for persons not enrolled as students in colleges or universities. Rural development research is also authorized to develop principles, facts, scientific and technical knowledge, new technology, and other information to help in rural development programs. Special mention is made of research to help the economic development of family size farm operations.

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[1] The term "urban area" means "any area that includes a municipality or other built-up place which is appropriate, in the judgement of the Secretary, for a public transportation system to serve committees or others in the locality taking into consideration the local patterns and trends of urban growth..." (Section 1608).

[2] The term "urbanized area" means "any areas so designated by the Bureau of the Census, within boundaries which shall be fixed by responsible State and local officials in cooperation with each other, subject to approval by the Secretary, and which shall at a minimum, in case of any such area, encompass the entire urbanized area within a state as designated by the Bureau of Census (Section 1608)."

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V. Urban Growth and New Development Act of 1970 (P.L. 91-609)

This act encourages the rational, orderly, efficient, economic growth, development and redevelopment of states, metropolitan areas, cities, towns, counties, and communities in predominantly rural areas that demonstrate a special potential for accelerated growth.

It allows for public service grants to cover the cost of providing during an initial period (not exceeding three years) essential public services (including education).

VI. Department of HUD Act (P.L. 89-174, as amended by Ex. Ord. #11668, April 21, 1977, 37 F.R. 8057)

Section 1 of the Policy re-establishes the nation's goal of "providing a decent home and suitable living environment for low and moderate income residents through federally assisted housing."

The expansion of federally assisted housing creates a need for a growing supply of new management personnel for the years ahead. Special skills must be developed among these managers so that they can effectively overcome the social and economic problems facing many residents of federally-assisted housing, including the elderly, training, the improvement of career opportunities, and the upgrading of industry standards. These are all essential to the improvement of the nation's housing management capability, particularly for low and moderate income housing.

Section 3 of the Policy defines the objectives of the National Center for Housing Management as follows:

1. Development of training and educational programs for housing management and personnel.
2. Cooperation with public and private national, state, and local organizations and institutions in extending housing management training and educational opportunities, using to the fullest extent possible the services and facilities of existing agencies with expertise in training and education.

3. Cooperation with national, state, and local organizations in establishing or expanding recruitment and placement systems that will link training in housing management to job opportunities in that field.

VII. Low Income Housing Act (P.L. 93-383)

This act provides assistance to remedy the unsafe and unsanitary housing conditions and the acute shortage of decent, safe, and sanitary dwellings for families of low income. The elderly, handicapped, Indians and Native Alaskans are included as target groups for this legislation. No specific mention is made of vocational and adult education.

CHAPTER V

EXEMPLARY PROGRAMS

Programs were located that addressed the major problem areas that were identified in the study. A number of diverse, on-going programs were reviewed. The exemplary nature of these programs is attributable to the nature of the population being served and the manner of program delivery. These programs offer workable alternative methods in dealing with identified problem or need areas in vocational and adult education. Appendix 5 provides addresses where the interested reader can obtain more information about the programs. The following programs were identified:

I. Secondary Occupational-Vocational Training Program

The program, begun in the 1973-74 school year, seeks to assist students in preparing for occupations, explore prevocational-technical training, and provide an atmosphere in which students can evaluate their interests and aptitudes for a specific occupation. The course offerings have increased from three to ten and include general metals, building trades, electricity/ electronics, auto mechanics, agricultural technology I and II, quantity food occupations, health occupations, and sales and distribution. The program is intended as an elective exploratory experience and classes run sixteen weeks. The project uses nine mobile classrooms to deliver a variety of vocational education courses to students who would otherwise be unserved.

The unique features of the program include: (1) a multidistrict approach, and (2) use of nine mobile, relocatable classroom facilities that are fully self-contained and accommodate up to fifteen students in each of the occupational-vocational education training programs.

II. Consolidated Youth Employment Program

This is a year-round comprehensive planning and delivery system of training and services for youth that aims to identify the individual student needs through an Employability Plan and Record (EPR). The program is intended to link and expand the limited institutional resources found in this seven county 6,500 square mile, rural consortium area.

The open entry/open exit system is designed for the delivery of single and/or integrated units of service appropriate to the EPR designed for each program participant. The program is computer-based, both in record keeping and teaching. Individuals are tracked on a Management Information System (MIS) that can then provide information on outcomes and expenditures under individual Consolidated Youth Employment (CYE) service agreements keyed to registrants EPR's. The program encourages cooperation between local education systems and requires written service agreements between agencies for each participant. Twelve field offices have been established on school campuses located within the consortium area. Each field office is prepared to provide intake, assessment, placement and computer system services.

The unique features of the program include: (1) utilization of a network of community resources linking the Office of Training and Services, local education agencies, Texas Employment Commission, Private Industry Council, Education Service Center, area colleges, and other community resources; (2) joint funding under CETA and Texas Education Agency; (3) mobile unit to reach remote areas; and (4) client information kept on a computerized file system until the client reaches age twenty-two.

III. Educational Telecommunications for Alaska (ETA)

The project centers around a statewide computer network, linking every school district and regional resource center to each other and to the Alaska Department of Education via satellite. Educational Telecommunications is bridging isolation and assisting educators with critical problems of instructional resources, staff development, information exchange, and management. Following successful pilot tests, the program was improved and preparation went full speed ahead on all three parts of ETA: an electronic mail system (EMS), computerized access to educational resources, and computer assisted instruction. By dialing a number on the telephone and placing the receiver in two rubber cups, any terminal can be connected to the computer. The user sends a messag to anyone else on the network, or to several or all of them. Educators are making immediate use of this enormous improvement in communications.

Teachers are using electronic mail to request information from Systematic Planning Around Needs (SPAN). SPAN is aimed at increasing each district's capability for accurately identifying its most important needs and finding ways to meet them. SPAN has a computer link with nationwide data bases on education topics.

Individualized Study by Telecommunications (IST) brings together local supervising teachers, master teachers in other locations, audio instruction, and computer-assisted instruction (CAI) into a total instructional system that is linked together by satellite communications. Two courses, English and Alaska History, have been adapted for IST use. The IST courses consist of printed text and instructions, cassette tapes that augment the text, especially dramatic presentations and documentaries, and computer exercises and tests recorded on thin, five-inch flexible disks that slip into a micro-computer in the school.

The unique features of this program include the application of telecommunications and computer technology to education.

IV. Appalachian Community Service Network (ACSN)

The Appalachian Community Service Network began in 1971 as the Appalachian Education Satellite Program. Funded by the National Institute of Education and managed by the Appalachian Regional Commission, the project was designed to test the effectiveness of satellite systems in providing educational services to remote areas in Appalachia. In 1979, the ACSN began programming on RCA's Satcom 1 satellite, providing community service programs on contemporary problems and issues; training updates for such groups as local fire fighters and police officers; seminars on such topics as preventing heart attacks and building self-esteem; college credit courses for such groups as teachers, administrators, engineers, and nurses; and workshops on such topics as developing a small business and winterizing your house. Programming is delivered to cable television systems. In some areas where cable is not available, "community sites" exist where persons meet to participate in courses and workshops.

The unique features include a nationwide network applying telecommunications to the educational needs of rural areas.

V. National Rural Research and Personnel Preparation Project (NRP)

The National Rural Research and Personnel Preparation Project was funded to nationally investigate state and local education agency problems and effective strategies of implementing P.L. 94-142 in rural areas. The NRP received funds from the U.S. Bureau of Education for the Handicapped (BEH) to develop profiles of effective special education service delivery strategies given specific rural community and district subculture characteristics.

The NRP staff is developing a comprehensive computerized data bank designed to assist in solving problems that inhibit full implementation of P.L. 94-142 in rural schools. In addition, they have initiated efforts concerning the problem of teacher recruitment and retention. A newsletter provides an informal exchange for rural school districts attempting to locate qualified special education personnel and support personnel interested in working in rural and remote areas. It also features articles regarding effective retention and recruitment techniques for small schools.

The unique features of this project include: (1) focus on special education needs in rural areas; (2) computerized data base of instructional information; and (3) assistance in recruitment and retention of educational personnel in rural areas.

VI. Rural Work-Education Councils

Rural work-education councils are local action forums that bring together a variety of community interests around the common concern of improving rural education-to-work transition. Councils seek both to identify and resolve problems that impede progress through joint community deliberation and action. Local collaboration is supported and sustained by a third party intermediary, The National Institute for Work and Learning (NIWL). The NIWL generates and supports linkages with the state, regional, and national interests that exercise influence over and assume responsibility for local rural education-to-work transition and the members of the National Work-Education Consortium.

The rural work-education councils are free-standing, voluntary associations of community leaders. Support is obtained from such sources as membership contributions and fees, local tax assessment revenues, CETA and Vocational Education programs, private foundation grants, and a variety of federal grant programs, including Fund for the Improvement of Post Secondary Education (FIPSE) and Career Education.

The unique features of this program include (1) economic development strategies for rural areas that originate at the local level; and (2) linkages among local work and education representatives and national level interests.

VII. Economic Development in Staples, Minnesota

The economic development in Staples, Minnesota is not so much a program as a "success story" of business and education working together. Fifteen years ago, Staples was a "one horse town" with a single industry--the railroad, which admitted it was in trouble and projected a gloomy future. A task force approach was used, with the city and the school as the primary vehicles for executing the work plans as they developed. A local economic development agency was established as a liaison between prospective employers and the community. They felt two incentives were necessary to attract industry: a supply of skilled, dependable labor and a community where people would want to live.

They worked to establish a postsecondary area vocational institute and to make the secondary high school a vocational center. Sixteen new industries came to town, including such companies as an optical lens grinding company, a railroad boxcar repair company, a steel fabrication plant, and a sportswear manufacturing plant. While the community recognized that vocational education is not the whole answer to providing jobs, it was a significant factor in bringing nearly all the new employers to the community.

The unique features of this effort include: (1) locally controlled and initiated economic development in a rural community; and (2) close linkages between the business and education communities.

VIII. Wider Opportunities for Women (WOW)

Wider Opportunities for Women, a Washington-based women's employment organization, operates model training programs designed to enable women to get jobs in mechanical and technical fields. Since 1964 this national, nonprofit organization has provided information, training, support, and advocacy to thousands of women. It has grown from a volunteer effort to a paid staff of thirty-two and an annual budget of $650,000. With CETA funds from the Washington D.C. Department of Labor and substantial support from a consortium of major industries and unions, WOW operates a model program to prepare disadvantaged women for entry-level jobs as electricians, carpenters, electronics technicians, auto mechanics, and service/repair technicians. The training, lasting four to fifteen months, provides thorough preapprenticeship background, which is extremely helpful in placement efforts.

These programs give women an introduction to technical language and tools in addition to specific job training. Participants spend at least half of their time getting "hands on" experience with tools and motors, including time for "tinkering," to build familiarity and confidence in working with machines. Coursework covers basic mathematics, fundamentals of electricity, motors, engines, and basic electronics, as well as communication skills. Supportive services include referral for child care, transportation, and medical services. Job counseling prepares participants for conditions they will face on the job and helps them to make long-range career plans. Intensive job placement helps assure that participants find jobs or apprenticeships suitable to their skills and career goals.

Industry and unions have helped in numerous ways: development of curriculum, donation of instructional and administrative personnel, personnel involvement in recruitment/instructional/job development phases, and provision of space/equipment/training tools and materials. This relationship is formalized by WOW's industry advisory committee.

The unique features of this program include: (1) skill training for women in nontraditional occupations that offer good potential for upward mobility; (2) provides comprehensive training including technical, interpersonal, reading, mathematics, and communication skills and individual counseling; (3) various staffing areas function on an interrelated basis; and (4) unusually high placement rates (between 83 and 98 percent).

IX. Contracted Vocational Services

The concept of contracted vocational services involves the use of community resource people as vocational teachers. A differentiation is made between their role as teacher and employer. The training is basically an apprenticeship of one-on-one or one-on-two. A contract that lists specific skills that the student must attain during the training period is written with the community person. The teacher is compensated for time and use of equipment.

Contracted vocational services allow one or two individuals to learn a trade, which is particularly appropriate for rural areas when the one-teacher-with-twenty-or-thirty-students-in-one-class model is an impossibility. The community resource people receive temporary certification based on having had three years experience in the field. Compensation for the teachers has been the same as the tuition that would have been paid to send the student to the area vocational school. Sample placements have included newspaper photography, nursery operation, respiration therapy, auto body shop, business machine operation in a bank, and dietitian.

The unique features of this program include: (1) a diversified range of occupations for which students can be trained; (2) eliminates duplication of investment for equipment already existing in the private sector; (3) training in skills pertinent to the particular location; and (4) competency-based instruction.

X. Rural School-Based Community Development

The Arkansas Community Development Education Association (ACDEA) is providing technical assistance to six rural schools who have an interest in community development. The program is still in the planning stage, therefore, final results are not available. Using Sher's (1977) model for school-based community development corporations, the ACDEA identifed rural schools with an interest in community development.

They conducted a "general awareness" workshop to tell the schools what they needed to do and how to involve parents, teachers and students. They held a second workshop to teach the fundamentals of community economic analysis. They also discussed alternative structures for the community development effort, which can be housed within the school in a variety of ways or can be established as an independent corporation. An advantage of Sher's model is that alternative structures are possible to meet the different communities' political need.

The ACDEA has obtained seed money from private foundations to help the schools start their enterprises. The schools have chosen to open a variety of businesses, such as a newspaper, a day care center, public transportation system, and a temporary employment agency.

The unique features of this program include: (1) gives the rural school a central role as a provider of services rather than a consumer of resources; (2) gives students a chance to have meaningful work experience; and (3) has the potential of creating jobs for high school graduates.

XI. Program for Acquiring Competence in Entrepreneurship (PACE)

The Program for Acquiring Competence in Entrepreneurship is a new total program for training students to go into their own small business. Designed for postsecondary or advanced high school students, PACE includes eighteen modules that can be used individually by topic or as a total program. The modules are divided into three sections by topic: Getting Ready to Become an Entrepreneur, Becoming an Entrepreneur, and Being an Entrepreneur. The modules are self-contained for individualized student use. Each module has a one page teacher's guide. A resource guide is also available that includes management instructions, glossary and resources.

XII. Rural America Series

The Rural America Guidance Series was designed to provide rural youth with an awareness of their potential and career options. The series is a comprehensive set of sixteen handbooks created to assist in the systematic planning, development, implementation, and evaluation of a guidance and counseling program (K-14) for rural and small schools. Each of the handbooks addresses a specific aspect of the methodological processes needed to establish a vibrant and resourceful guidance program to enhance the career development of rural youth.

The handbooks are grouped into four subsets: career guidance program support information documents, career guidance program process handbooks, career guidance and counseling for groups and individuals, and career guidance program support functions handbooks.

The handbooks have been field-tested. The results of the field tests are reported in "From Idea to Action" (Altschuld et al. 1978). The document reports in short, descriptive case studies the results of a year-long field test of the Rural American Series in nine rural and small schools representing a national cross section.

CHAPTER VI

SUMMARY AND IMPLICATIONS

A review of literature, legislation, and exemplary programs and interviews with community leaders resulted in the identification of problems facing vocational and adult education in isolated rural areas. Chief among these were a lack of jobs, lack of funding, transportation, sparse populations, teacher recruitment, counseling and guidance services, grantsmanship, accessibility, student characteristics, and the legislation. Other problems that were mentioned include energy, community attitudes, linkages, equipment, facilities, and adult education. It must be recognized that a number of the factors contributing to these problems do not represent policy issues. For example, the small size, low density, and rugged terrain found in rural areas are situational variables that are not amenable to change through legislative mandate. Nevertheless, they represent a challenge to the policymaker who is intent on meeting the needs in rural areas, and thus, they cannot be ignored.

A unique situation exists in rural communities that necessitates federal involvement in order to assure that rural residents receive a quality education. The small population, low density of population, a low tax base, and a lack of industry mean that an urban model is unsuitable for the rural environment. More dollars to support an urban model are not appropriate. The federal government needs to be responsive to the uniqueness of rural areas.

It is recognized that current legislation has attempted to address some of the problems listed above. Yet, the voices of the rural leaders continue to cry out. Several alternative explanations can be hypothesized. Perhaps the legislation is adequate, but the rural leaders are unaware of the availability of funds, are unable (because of a lack of grantsmanship abilities) to secure such funds, or perhaps insufficient funds have been appropriated to meet the need. A third alternative is that the legislation is written in such a way that it is nonresponsive to the needs of the rural residents.

There are critical factors that the federal government should be sensitive to if it is to be responsive to the needs of rural people. The local autonomy of the rural com- munity must be preserved. Federal programs must allow for flexibility in the types of programs that are funded. Acquisition of funds and reporting the use of funds must be simplified in light of the lack of personnel resources available in rural areas. Funds should be used to open up options for the individual and the school. Funding formulas should be changed; the use of population as a base is unfair to rural areas. Federal funds should be used to stimulate innovation and creativity so that a different model of education can emerge that is more suitable to rural areas.

The following section identifies the priority issues that emerged from this study. Policy implications are then derived from the priorities. This is followed by a discussion of how the policy implications will serve to meet the identified needs.

Priority Areas

The following priority areas have been identified in rural areas:

1. Economic development is necessary because of the lack of jobs available in rural areas. Economic development in rural areas involves job creation by bringing industry into a community or by developing the entrepreneurial skills of residents so that they can start their own business. The implications for training include a greater flexibility in skill development, i.e. training in job cluster areas rather than overly narrow, job-specific training. In addition, a trained labor force is necessary to attract and supply new industry. Therefore, rural people must have access to training, or new industries will continue to bring in their own, better-trained personnel.

2. Accessibility is a key priority area that includes transportation to existing services as well as development of alternative delivery systems. The alternative delivery systems include such options as use of mobile units, telecommunications, and individualized contracted vocational services that utilize community resources for training. Limited course offerings could be overcome by these means.

3. Up-to-date training is related to being responsive to current labor market demands. This includes not only the type of training, but also the facilities and equipment required for up-to-date training.

4. Teacher training, recruitment and retention is a priority area. Services cannot be provided when a quality teaching staff is unavailable.

5. Energy is a priority area from two perspectives. First, the educational system is a consumer of energy, and more efficient means need to be explored for provision of services. This could include conservation and retrofitting of buildings, as well as use of telecommunications to transfer information in an efficient manner. Second, energy is important because of its training implications. Vocational education programs need to be responsive to the need for trained personnel in the more efficient use of energy and in use of alternative energy sources.

6. Linkages are a priority area in terms of the provision of services for people of all ages and the creation of jobs. A community facilitator is necessary to provide the link between education and economic development. Community attitudes can be affected by involvement of the residents in training and creation of jobs.

7. The provision of postsecondary and adult education is a priority area. Rural communities have a residual older population who are in need of basic education, and they have a significant population of high school graduates that need postsecondary training. Alternative methods of delivering such services need to be explored.

8. Supplementary services,including counseling and guidance, career education, and special education are required. These might be provided on a regional basis or through some other innovative manner.

9. The needs of special populations are not being adequately met in rural areas. The handicapped, poor, minorities, women, and those whose primary language is not English continue to be underserved.

Policy Implications

The policy implications presented below should be considered with recognition of the uniqueness of rural areas that were discussed above. The policy implications are:

1. The Congress should set aside funds for rural vocational and adult education that are to be distributed through the states to rural areas that develop local plans that address the priority areas (listed above). The funding formula should allow a minimal level of funding that is necessary to serve small populations with additional increments based on population.

2. The Office of Vocational and Adult Education should provide technical assistance to rural areas in the listed priority areas.

3. The U.S. Department of Education should sponsor research that is responsive to the listed priority areas.

4. The Congress should require the National Center for Educational Statistics to publish data that further enables the identification of unique information about vocational and adult education in rural areas.

5. The Congress should establish an office of rural education as a linking agency with federal agencies such as the U.S. Departments of Labor, Education, Commerce, Energy, Agriculture, and Transportation to coordinate information about rural areas.

6. The Office of Vocational and Adult Education should encourage state departments of education to reevaluate their rural vocational and adult education programs, and to provide assistance to such areas.

By providing funding, technical assistance, and research opportunities in the priority areas, the federal government will allow rural communities the flexibility to develop alternative delivery systems that will meet their unique needs. Provision of information about rural areas is essential at the local, state, and national levels. Currently, the state of rural America is only known at a national level every ten years following the population census. Coordination of federal efforts and availability of statistical information are needed if quality education is to be provided to rural areas. Cooperation between federal and state agencies is necessary to insure that funds are used appropriately in rural communities.

The major thrust of the federal initiative should be to enable rural communities to develop programs that are responsive to their needs. Rural communities need to train entrepreneurs because a traditional job structure does not exist. The urban model of one certified teacher with thrity students studying the same subject is nonfunctional for rural areas. Programs such as the school-based community development corporation change the school from a consumer of resources to a producer of goods and services, while creating jobs and providing life-relevant training for the students.

Another alternative, contracted vocational services, would enable a school system to provide vocational training when only one or two students desired a specific type of training. Use of mobile vans can bring programs to students in remote areas. Telecommunications can be used to transfer information (rather than bodies) so that learning can occur at sites other than a centrally located school.

As Sher (1977) points out, the number of rural residents in America is not inconsequential. "Depending on the criteria for defining 'rural', the rural population ranges any where from the most stringently conservative estimate of 37.5 million people (18.5 percent of the total United States population) to 65.1 million people (32.0 percent of the total United States population), when the most liberal guidelines are used (p. 294)." When the U.S. Bureau of Census definition is used, 54 million people (more than 25 percent of the total United States population) live in rural areas.

The federal government has a responsibility to this large constituency to offer them an alternative. Previously young people were given the option of leaving their community or facing unemployment and continuing in the poverty cycle. The course of action proposed in this study would open up the options of rural residents and result in an education system that is responsive to their unique needs.

APPENDIX 1

URBAN/RURAL POLICY STUDY TASK FORCE MEMBERS

APPENDIX 1

URBAN/RURAL POLICY STUDY

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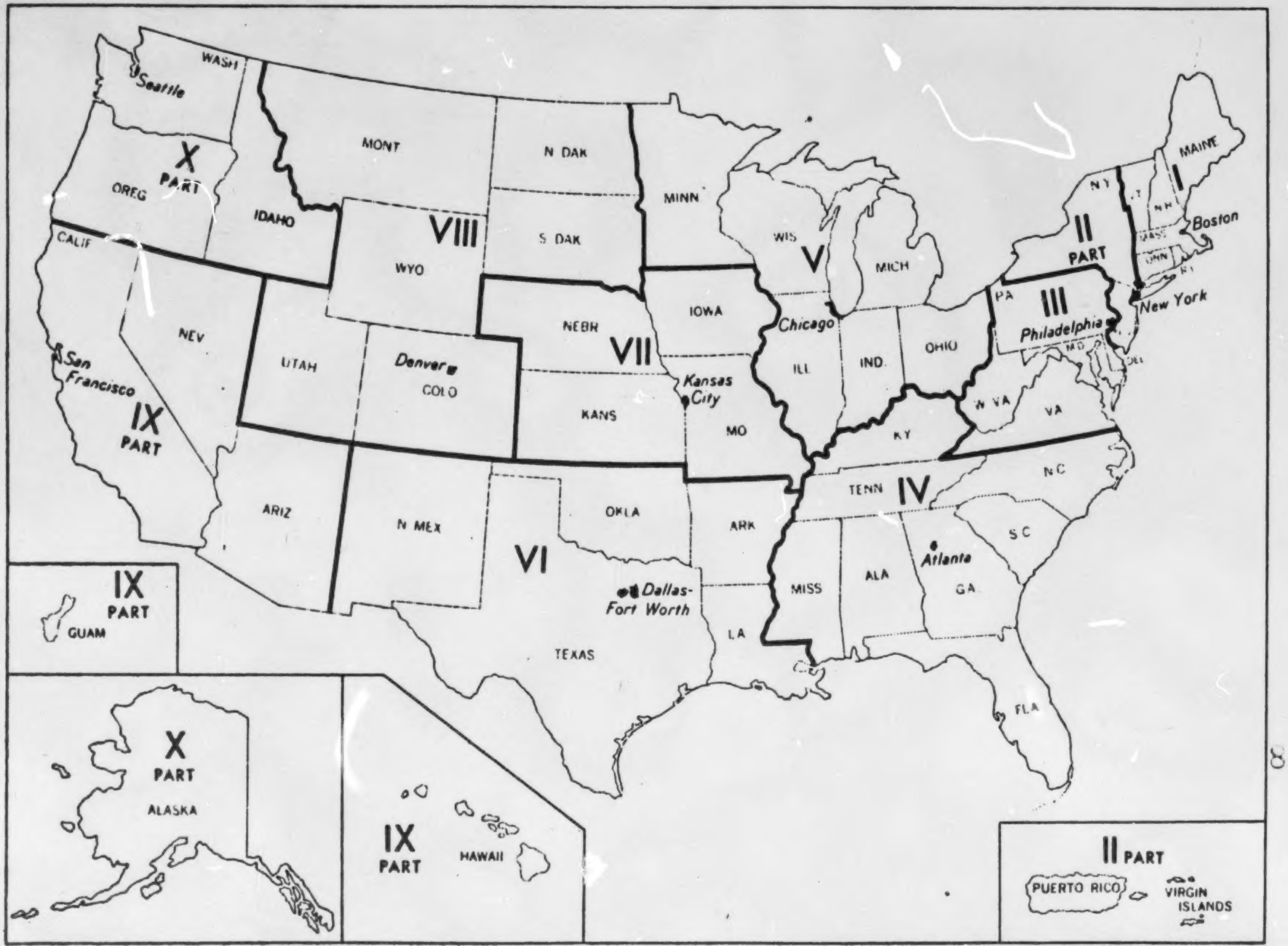
APPENDIX 2

MAP OF THE TEN FEDERAL REGIONS

STANDARD FEDERAL ADMINISTRATIVE REGIONS


WASH
Seattle
X
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IDAHO
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VIII
CALIF
NEV
UTAH
Denver
COLO
NEBR
VII
IOWA
Kansas City
KANS
MO
San Francisco
IX
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MICH
Chicago
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IND.
OHIO
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New York
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Philadelphia
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ARIZ
N MEX
VI
OKLA
ARK
Dallas-Fort Worth
TEXAS
LA
MISS
ALA
Atlanta
GA
FLA
IX
PART
GUAM
X
PART
ALASKA
IX
PART
HAWAII
II PART
PUERTO RICO
VIRGIN ISLANDS

U.S. DEPARTMENT OF COMMERCE

BUREAU OF THE CENSUS

APPENDIX 3

SITE STUDY CODING SCHEME

APPENDIX 3

SITE STUDY CODING SCHEME

		Setting
35	U	Urban
36	R	Rural
		Activity
37	D	Review documents, records, publications, etc.
38	I	Interview representative persons
		Source
39		Business
40		Civic (Chamber of Commerce, CBO's)
		Education
41-21		Federal, State
41-22		District
41-23		LEA
		Education Program Code
42		Adult Basic adult basic, for dropouts, age sixteen or over, programs evaluated as to students achieving eighth grade competency, know how to vote, gaining a driver's license, getting GED's
43		Vocational (occupational or technical) in high school or secondary
44		out of high school (adult vocational, vocational centers, community college)
46 thru 65		City/State
66 thru 80		Interviewee or Document Number

1-00 DESCRIPTION OF SITE

1-20 Historical and geographic characteristics

1-21 Sociodemographic characteristics

1. density and population (urban/rural)
2. tax base income/unemployment by sex, age, race
3. population breakdown by sex, age, race
4. emigration/immigration patterns
5. patterns of social mobility
6. education level (literacy)

2-00 INDUSTRIAL/ECONOMIC CONTEXT OF COMMUNITY

2-21 Industries

1. profile of industries and employers (type, name, size)
2. majority of workers skilled/unskilled
3. industries in growth/in decline (jobs opening and closing)
4. employers involvement with public vocational education/adult education (OJT, work study, co-op,
5. private industrial training activities

2-22 Unions

1. profile (type, name, size)
2. relationship between employers and union
3. extent of unionization
4. effect of unionization on employment of vocational education and adult trainees
5. training activities of unions (apprenticeships)

3-00 POLITICAL CONTEXT OF COMMUNITY

3-21 Description of political actors and processes

3-22 Laws and statutes dealing with adult and vocational education - federal, state, and local

3-23 Impact needs and activities of special interest groups (NAB, minority groups--describe program)

4-00 EDUCATION CONTEXT OF COMMUNITY

4-21 Community attitudes toward adult and vocational education

4-22 General education emphasis (liberal arts, basics, vocational education, work ethic)

5-00 COMMUNITY BASED PROGRAMS RELATED TO EMPLOYMENT TRAINING AND PLACEMENT

5-21 CETA--(1) description, (2) linkages to public school, to employers forecasting information, education/training needs

5-22 Proprietory training schools--(1) description, (2) linkages to public school, to employers, forecasting information, education/training needs.

5-24 Training needs

6-00 VOCATIONAL AND ADULT EDUCATION ADMINISTRATION AND FUNDING

6-21 General goals and objectives of service delivery (employment, basic education, and skill training, etc.)

6-22 Administrative attitudes relative to achievement of goals (impediments)

6-23 Intraorganizational coordination of vocational and adult education

1. nature of relationship between school board, local LEA administrators, and adult and vocational education administrators
2. relationship between adult, vocational and other public education agencies

6-24 What funding policies and practices affect adult and vocational education?

1. federal, state, local
2. shifts toward state equalization
3. accountability movement
4. equality of education

6-25 Preparing the budget

1. Who decides funding levels for vocational/ adult education as opposed to general education?
2. How is the budget breakdown determined?
3. How is funding determined for use with set asides?
4. Are adequate physical resources available (books, supplies, etc.)?

7-00 OVERVIEW OF ADULT AND VOCATIONAL EDUCATION (Services)

7-21 Type and formal organization of the school

7-22 History of school and its adult and vocational components

7-23 Location

1. serves how many areas
2. students bussed to school
3. longest distance bussed/time involved

7-24 Enrollment characteristics

1. number/age, sex, race, handicapped, migrant
2. women/handicapped in nontraditional programs
3. dropout rate for vocational and adult education

7-25 Program and course offerings

1. Adult Basic
2. Vocational (technical) OJT, Coop, Work Study

7-26 Curriculum

7-27 Facilities

1. age and use of buildings
2. how many separate facilities
3. condition of equipment
4. currency of materials

7-28 Supplementary services

1. counseling-guidance offered (knowledge, awareness)
2. career education
3. placement service
4. recruitment/selection

7-29 Staff characteristics

1. number/type
2. qualifications and experience
3. salary, recruitment
4. staff perceptions and activities relative to program goals (placement, basic education, skill training, etc.)

7-30 Inservice training

1. workshops
2. conferences
3. grantsmanship

7-31 Access

women, Native Americans, migrants, handicapped

7-32 Follow-up

types of follow-up, evaluation, problems with

8-00 PROBLEMS/NEEDS IN ADULT AND VOCATIONAL EDUCATION

8-21 Energy

1. Energy

8-22 Attitudes

1. negative attitudes of project operators, administrators of community

8-23 Employment

1. lack of jobs
2. underemployment
3. minority unemployment
4. employment opportunities decline

5. outward migration
6. in migration
7. remote setting
8. mobility of graduates

8-24 Linkages

1. need to expand federal, state, local relationships (internal and external)
2. common planning cycle
3. coordinated decision making
4. leadership
5. extent of industry support
6. industries-occupations growing, declining
7. money through labor not education to achieve educational and economic development linkages
8. lack of community involvement
9. local power of control

8-25 Funding

1. procuring funds--local, state, national
2. funding directly as with CBO's, through channels
3. tax base/capital investments

8-26 Facilities

1. age of facilities and adequacy

8-27 Civil Rights

1. civil rights
2. desegregation
3. attendance problems of magnet centers
4. poverty cycle
5. dislocation of poor families

8-28 Transportation

1. inadequate transportation

8-29 Programming

1. administrative processes
2. assessment-recommendations for outcome measures
3. accreditation
4. delivery systems and their objectives
5. grantsmanship
6. knowledge of awareness of available programs

7. programs, outdated and irrelevant
8. forecasting
9. education and training needs
10. job specific occupation training
11. level at which vocational programs are offered
12. improve articulation of services
13. slot in-slot out, flexible programming
14. apprenticeship programs
15. lack of information-support systems-regional information centers
16. occupational information
17. career development-vocational guidance
18. career education in black community
19. lack of work experience opportunities
20. placement & follow-up
21. teacher training and tenure

8-30 Administration Enrollments

1. serving minority and handicapped
2. mainstreaming
3. sex stereotyping in vocational areas
4. equality in training (women) and earning differentials
5. selection of students
6. increasing dropout rate
7. student suspension
8. accessibility

8-31 Students Served

1. basic skills
2. poor work attitudes
3. student low awareness and/or aspiration
4. poor job readiness skills
5. delinquency and crime rate

8-32 Legislation

1. out-dated laws
2. bureaucracy

APPENDIX 4

MAJOR LEGISLATION DETAILED STUDY

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 101	None. Purpose: to provide vocational education to all persons who qualify in all communities.	State plan; policy in state	Appropriation.	Funded 1978 - an estimated 10,500,000 students enrolled in vocational education programs.
Section 101	Federal grants to assist states in vocational education planning, maintaining, improving, extending, vocational education programs; developing new programs; providing part-time employment for youths.	Submission of five year state plan, application; provide ready access to vocational training or retraining to a variety of persons, including those who have completed or discontinued their formal education and are preparing to enter the labor market.	Total Appropriation: FY1979 - $ 266,328,000 FY1980 (estimated) - $1,368,830,000 FY1981 (estimated) - $ 784,041,000	Funded. No data on dropouts.
Section 101	Purpose: to assist states in planning, developing, extending, carrying out programs in vocational education	To provide ready access to vocational education or retraining to a variety of persons, including those with special handicaps.	10% of formula grants set aside for vocational education programs for the handicapped	FY1978 - Handicap enrollment Secondary 257,237 Postsecondary 34,989 Total: 355,269 Adult 63,043 Most postsecondary institutions report accessibility to handicapped students: 76-78% of comprehensive high schools report accessibility, 53-70% of single district and regional vocational high schools report accessibility.
Section 101 (3)	Federal grants to states for vocational education.	Submission of application and 5 year state plan. Purpose: to develop and carry out such programs of vocational education within each state so as to overcome sex discrimination and sex sterotyping in vocational education programs and thereby furnish equal educational opportunities in vocational education to persons of both sexes.	Appropriations.	Overt discrimination reduced: Programs still predominantly populated by a single sex: 60% of state and local staff surveyed reported that practices that discourage students to enroll in nontraditional courses are most in need of change.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 101 (4)	Assistance to states in improving planning in the use of all resources available to them for vocational education and manpower training. Federal grants to states.	Grants to provide part-time employment for youth who need the earnings from such employment to continue their vocational training on a full-time basis.	Appropriations. FY 1979 - $ 266,328,000 FY 1980 - $1,368,830,000(est.) FY 1981 - $ 784,041,000 (estimated)	Part time employment. Funded. No data on dropouts.
Section 103 (a)(1)(B)(i)	Authorizes Commissioner (Education) to reserve sums appropriated to states for specific purposes.	Reservation of an amount (from section 102 (a) approximately equivalent to the same percentage of that appropriation as the population aged 15-24 inclusive, which is eligible to receive educational benefits as Indians from the Bureau of Indian Affairs is to the total of all the states aged 15-24, inclusive, except that such amount shall not exceed 1% of such remaining appropriations.	1% set-aside funds from subparts 2 and 3. Appropriations: 1978: 537,833,000 1979: 537,833,000 1980: 687,083,000	30 programs funded. Insufficient data to determine program effectiveness and progress.
Section 103 (a)(1)(B) & (iii)	The Commissioner directed to enter into a contract or contracts with any tribal organization or any such Indian tribe authorizes the Commissioner to enter into an agreement with the Commissioner of the Bureau of Indian Affairs. Secretary of Interior authorized to receive these funds for stated purpose.	Application approval. To plan, conduct, and administer programs, or portions thereof, that are authorized by and consistent with the purposes of this Act (Vocational Education), except that such contracts shall be subject to terms and conditions of section 102 of the Indian Self-Determination Act and shall be conducted in accordance with the provisions of sections 4, 5, and 6 of the Act of April, 16, 1934. Application approval. Operation of	FY / Auth. / Appr. 1978 $ 8,360,000 $5,437,682 1979 $ 9,789,000 $5,437,777 1980 $11,800,000 - Appropriations. 20 out of 76 applications given awards. Range: $45,015 - $1,530,819 Average: $591,656	20 contracts awarded during first year of funding, all but one for three years. 11 new contracts in 1979. Programs are in first year of operation and preliminary data are insufficient to determine how well the programs are faring ongoing and planned studies.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 103 (a)(1)(B)(iii) (continued)		vocational education programs authorized by this Act in institutions serving Indians described in division (1) of this Subparagraph (B).		
Section 104 (b)(1)	Participation in programs authorized by this Act.	Establishments of a state board or agency for administration and supervision of programs· assignment of full-time personnel to assist state board in fulfilling the purposes of this act by (a) creating awareness of programs and activities in vocational education that are designed to reduce sex stereotyping in all voc. ed. programs; (b) gathering, analyzing, and disseminating data on the status of men and women students, and employees on the voc. ed. programs of that state: (c) developing and supporting actions to correct any problems brought to the attention of such personnel through activities carried out under clause (B): (D) reviewing the distribution of grants by the state board to assure that the interests and needs of women are addressed in the projects assisted under this Act; (E) reviewing all vocational education programs in the state for sex bias: (F)monitoring the implementation of laws prohibiting sex discrimination in all hiring, firing, promotion procedures within the state	Appropriations.	See sex equity study. Funded.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 104 (b)(1) (continued)		relating to voc. ed.: (G) reviewing and submitting recommendations with respect to overcoming sex sterotyping and sex bias in voc. ed. programs for the annual plan and report; (H) assisting LEAs and other interested parties in the state in improving voc. ed. opportunities for women; and (I) making readily available to the state board, the National Advisory Councils on Voc. Ed., the State Commission on the general public, information developed pursuant to this subsection.		
Section 104	State administration of vocational education programs.	State to reserve $50,000 from funds appropriated to carry out subpart 2 (basic grant) in each fiscal year to carry out this subsection (104b)-see Section 104(b)(1).	Appropriation.	Administration with state vocational programs.
Section 105(a)	Establishment of a State Advisory Council to obtain a grant.	In appointing State Advisory Council, requires appropriate representation from various geographical regions of the State.	Requires at least one member from each of 20 categories.	Establishes criteria for selection of State Advisory Councils.
Section 105 (a) last paragraph	Establishment of State Advisory Council in each State to participate in programs under this Act.	Governor or State board of education as the case may be, shall insure that there is appropriate representation of both sexes, racial and ethnic minorities, and the various geographic regions of the State.	Appropriations. FY1978 - $5,437,682 FY1979 - $5,437,772	See membership list.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 105 (a) last Para. (continued)			Members appointed by Governor of State or State Board of Education, as the case may be. FY1978 - $4,316,000 FY1979 - $2,906,000	
Section 105 (a)(4)	State and local advisory councils.	Method of membership appointment: members to include one or more individuals who represent state industrial and economic development agencies.	Appointment of members by the Governor, or in the Base of States in which members of the State Board of Education are elected by such board.	See membership list.
Section 105 (a)(16)	Establishment of state advisory councils - criteria.	One or more members of council to represent school systems with large concentration of persons who have special academic, social economic, and cultural needs and of persons of limited English-speaking ability.	Appointment of members by Governor of State or State Board of Education (if members elected).	See membership list.
Section 105 (a)(16)(A)	Establishment of state advisory councils - criteria.	One or more members of council to represent the general public including a person or persons representing and knowledgeable about the poor and disadvantaged; one that represents school systems with large concentrations of persons who have special economic needs.	Appointment of members by governor of States or State Board of Education (if such board is elected). $2,906,000 appropriated in 1979.	See membership list.
Section 105 (a)(16)	Establishment of state advisory councils - criteria.	One or more members of council to represent school system with large concentration of persons who have special academic, social, economic and cultural needs and of persons of limited English-speaking ability.	Appointment of members by Governor of State or State Board of Education (if members elected). FY1975 - $4,316,000 FY1979 - $2,906,000	See membership list.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 105 (a)(17)	Establishment of state advisory councils.	One or more members to be women with backgrounds and experiences in employment and training programs and who are knowledgeable with respect to special experiences and problems of sex discrimination in job training and employment and of sex sterotyping in vocational education including women who are members of minority groups and who have, in addition to such backgrounds and experiences, special knowledge of the problems of discrimination in job training and employment against women who are members of such groups.	Members appointed by Governor of the states or, in the case of states in which members of the state board of education are elected, by such board. FY1979 - $2,906,000	See membership list.
Section 105 (a)(18)	Establishment of state advisory councils - criteria.	One or more members of council to have special knowledge, experience, or qualifications with respect to special educational needs of physically or mentally handicapped persons.	Appointment of members by Governor of State or State Board of Education (if members are elected). FY1975 - $4,316,000 FY1979 - $2,906,000	See membership list.
Section 106 (a)(5)(A)(i)	Submission of application for funding by state.	State policy. State in combining approval of applications, give priority to applicants that are located in economically depressed areas: areas with high rates of unemployment.	Appropriation.	Slightly more than $5 billion from Federal, State and Local sources expended for vocational education in FY78-$547 million Federal money. FY78-16,704,906 enrollments in vocational education classes.
Section 106 (a)(5)(B)	Submission of application for funding by state.	The state provides assurances that distribution of funds approved be based upon (I) in the case of LEAs, the relative financial ability of such agencies to provide the resources	Appropriation. Distribution of funds by each state giving assurances as required by application. Data not available. Enrollment in depressed areas 1,753,193.	165,022 disadvantaged students received services, or participated in programs designed to meet their needs in FY1978 under the special funding for programs for the disadvantaged. 1,794,631 disadvantaged students served through basic

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 106 (a)(5)(B) (continued)		necessary to meet the need for vocational education in the areas they service and the relative number or concentration of low income families or individuals within such agencies and (II) in the case of other eligible recipients, the relative financial ability of such recipients to provide the necessary resources to meet the needs of their students and the relative number or concentration of students whom they serve whose education imposes higher than average costs, such as handicapped students, students from low-income families, and students from families in which English is not the dominant language.		grants. 355,269 handicapped students served through basic grants. Data on students with limited English incomplete.
Section 106 (a)(8)	Submission of general application.	Policy in state. Application to provide assurances that funds received under this Act will not be used for any program of vocational education (exceptions) that cannot be demonstrated to prepare students for employment, be necessary to prepare individuals for successful completion of such a program, or be significant assistance to individuals enrolled in making an informed and meaningful occupational choice as an integral part of a program of orientation and preparation.	Appropriation. Provision of counseling and placement services.	Funded.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II. 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 107 (b)(3)(B)(ii)	Funds for vocational education - 5 year state plans.	Placement in state plan: setting out explicitly the uses that the state intends to make of funds to meet the special needs of handicapped and disadvantaged persons and persons who have limited English-speaking ability.	Provisions in application. Appropriation. $25,000,000 authorized for preparing 5 year State plans (section 107), preparing annual reports and accountability reports (including collection of necessary data), Section 108, conducting evaluations required by section 112 and state administrators of vocational education programs assisted under this administration.	Increase in number of programs for the handicapped and the disadvantaged; incomplete data on persons with limited English-speaking ability. Disadvantaged enrollment for FY1978 - 1,794,631, Handicapped FY1978 -355,269, data on persons of limited English-speaking ability incomplete.
Section 107 (b)(4)(A)(B)	Funding of state vocational education programs.	Submission of 5 year state plan which (4)(A)sets forth policies and procedures that the state will follow so as to assure equal access to voc. ed. programs by both men and women including-(i)a detailed description of such policies and procedures; (ii) actions to be taken to overcome sex discrimination and sex stereotyping in all state and local voc. ed. programs (iii) incentives to be provided to eligible recipients so that such recepients will - (I) encourage the enrollment of both men and women in nontraditional courses of study,and (II) develop model programs to reduce sex stereotyping in all occupations; and (B) set forth a program to assess and meet the needs of persons described in section 120 (b)(I)(L) which shall provide for (i) special courses for such	Appropriation	See sex equity study.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 107 (b)(4)(A)(B) (continued)		persons in learning how to seek employment, and (ii)placement services for such graduates of voc.ed. programs and courses.		
Section 107 (b)(4)(B)(ii)	Funding of state vocational education programs.	Submission of 5 year state plan, providing equal access to minorities and women. Provision of placement services to persons described in Section 120(b)(1)(L).	Appropriation.	Funded. Total expenditures (FY1978 and FY1977 carry-over funds) for Placement Services $1,210,666. Federal - $339,522 State/ Local - $871,144
Section 107 (b)(4)(B)	Five year state plans.	Such plans shall set forth a program to assess and meet the needs of persons described in Section 120(b)(1)(L) which shall provide for (i) special courses for such persons in learning how to seek employment, and (ii) placement services for such graduates of vocational education programs and courses.	Appropriation.	Funded.
Section 108 (b)(1)	Funding of state vocational education programs.	Submission by each state of an annual program plan and accountability report for each of the fiscal years included in the five-year state plan. Plan and report to include planning provisions which-(C) show the results of-(ii) compliance of the state plan with the provision continued in section 104(b)(4)(A) concerning providing equal access to programs by both men and women.	Appropriations.	Submission of such report to Commissioner of Education.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE
EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 109 (a)(3)(B)	Approval of five-year state plans.	Provision of assurances that personnel assigned to review programs within the state to assure equal access by both men and women under the provisions of section 104(b) have been afforded the opportunity to review the plan or program plan and report.	Appropriation - allotment upon approval of state plan.	Approval of state plan.
Section 110 (a)	Use of state's allotment.	Placement in state plan. Use of at least 10% of each state's allotment under section 103 to pay 50% of the cost of vocational education for handicapped persons.	10% of 5% of money allotted for subpart 2 and 3 of Part A. FY1978 - $537,883,000 FY1979 - $577,883,000 FY1980 - $687,083,000	Increase of number of programs for the handicapped. 355,269 handicapped served.
Section 110 (b)(1)	Funding of cost of vocational education for disadvantaged, persons (other than handicapped persons) for persons who have limited English-speaking ability, for providing stipends authorized under Section 120(b)(1)(g).	A minimum of 20% of each State's allotment under section 103 to be used to pay 50% of cost of vocational education for persons mentioned and for such stipends.	FY AUTH. APP. 1978 $ 880,000,000 $537,833,000 1979 $1,030,000,000 $537,833,000 1980 $1,180,000,000 $687,083,000 (part A subparts 2 and 3) Section 103-5% of funds appropriated for Part A, subparts 2 and 3.	Funded. Number of programs for the disadvantaged have increased. See Section 107(b)(3)(B)(ii). Data on limited English-speaking incomplete. LSEA enrollment 87,046 stipends (FY78 and FY77 carry-over funds). Total expenditure $1,843,431. Federal - $1,310,495. State/local - $32,936.
Section 110 (b)(2)	Funding distribution of "National Priority Programs"	From funds used by a State pursuant to paragraph (1) of this section, each State shall use an amount equivalent to the same percentage of the funds reserved pursuant to that paragraph as the population aged 15-24, inclusive, having limited English-speaking ability is to the total population of the State aged 15-24, inclusive, for providing vocational education	Appropriation. FY AUTH. APP. 1978 $ 880,000,000 $537,833,000 1979 $1,030,000,000 $537,833,000 1980 $1,180,000,000 $687,083,000 (part A subparts 2 and 3) Section 103-5% of funds appropriated for Part A, subparts 2 and 3.	Data on enrollees of limited English-speaking ability incomplete.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE
EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 110 (b)(2) (continued)		for such persons with limited English-speaking ability, except that such amount shall not exceed the full sum used pursuant to paragraph (1).		
Section 110 (c)	Use of funds to provide vocational education to specific persons.	Placement in five year State plan, annual program plan accountability report; 15% of each State's allotment shall be used to pay 50% of cost of vocational education for persons who have completed or left school and (1) are enrolled in organized programs of study for which credit is given toward an associate or other degree (not baccalaureate or higher degree); and (2) have already entered the labor market or are unemployed.	Appropriated 15% of each state's allotment under section 103 (5% of money appropriated for Part A, Subparts 2 and 3).	Funded.
Section 110 (d)	Funding of vocational education programs to serve handicapped persons, disadvantaged persons, persons who have limited English-speaking ability.	Each state uses to the maximum extent possible, the funds required to be used for the purposes specified, to assist individuals described to participate in regular vocational education programs.	FY AUTH. APP. 1978 $ 880,000,000 $537,833,000 1979 $1,030,000,000 $537,833,000 1980 R 180,000,000 $687,083,000	355,269 handicapped students enrolled in vocational education classes in FY1978. * 76-78% of comprehensive high schools report accessibility to the handicapped 53-70% of single district and regional vocational high schools report accessibility. Most postsecondary institutions reported accessibility. 70% of students enrolled in "special classes
Section 111 (a)(1)(B)(C)	Payments to States.	Placement in State plan by Commissioner. Payment to States 50% of the cost of vocational education programs for persons with	Appropriation.	165,022 disadvantaged students received services or participated in programs designed to meet their needs in FY1978 under the special funding for programs for the

ANALYSIS OF LEGISLATIVE ACTIONS USING THE
EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 111 (a)(1)(B)(C) (continued)		special needs as described in Section 110(a)(b)(c)--handicapped disadvantaged persons who have completed or left high school, persons with limited English-speaking ability; 100% of cost of vocational education programs described in Section 122(f),133(b) and 140 (for disadvantaged).	Part A Subpart 1 (1979): State Advisory Council: 1979: 2,906,000 State planning: 1979: 786,000 Subpart 2 and 3: 1978: 537,883,000 1979: 537,883,000 1980: 687,083,000 Subpart 4: 1978: 20,000,000 1979: 20,000,000 1980: 20,000,000	disadvantaged. 1,794,631 disadvantaged served through basic grants in FY1978. 355,269 handicapped served through basic grants in FY1978. Data on students with limited English-speaking ability incomplete. No data on dropouts.
Section 112 (b)(1)(b)	**Federal and state evaluations of programs of vocational education.**	**Placement in State plan. Each state evaluates each program in the state which purports to impact entry level job skills according to the extent to which program completers and leavers - (i) find employment occupations related to their training and (ii) are considered by their employers to be well-trained and prepared for employment.**		
Section 120 (b)(1)(J)(L)	**Grants to states to conduct vocational education programs. Use of grants.**	**Submission of 5 year state plan and application; (voluntary)** Funds may be used to support services for women who enter programs designed to prepare individuals for employment in jobs which have been traditionally limited to men, including	**Programs of national significance.** Appropriation.	**16,704,926 enrollments in vocational education classes in FY1978-10,236,117 at secondary level; 2,089,170 at post-secondary level; 4,379,689 at adult level.**

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 120 (b)(1)(J)(L) (continued)		counseling as to the nature of such programs and the difficulties which may be encountered by women in such programs, and job development and job follow-up service; (L) voluntary vocational education for women who are now in jobs which have been traditionally considered jobs for females and who wish to seek employment in job areas which have not been traditionally considered jobs for males.	FY1977 - $27,153,000 FY1978 - $28,307,000 FY1979 - $10,000,000 FY1980 - $10,000,000	
Section 120 (b)(i)(H)	Grants to states to conduct vocational education programs.	Placement in State plan: (voluntary) placement services for students who have successfully completed vocational education programs, subject to restrictions contained in paragraph (2).	Appropriation.	Funded. Total expenditures (FY1978 and FY1977 carry-over funds) for placements Services - $1,210,666 Federal - $ 339,522 State/Local - $ 871,144
Section 121	Use of funds to States for Work study program (funds from Section 120).	Policy and placement in state plan. Applications from LEA's to state; priority given to applications submitted by LEA's serving communities having substantial numbers of youths who have dropped out of school or who are unemployed.	Appropriation. FY1978 Federal $2,994,250 State/Local $8,401,912 Work Study.	1978, an estimated 10,500,000 students enrolled in vocational education programs preparing for employment. Slightly more than $5 billion from Federal, State and local sources were expended for vocational education in FY1978-$547 million specific from Federal - 91% state and local. Enrollment 38,673. No data available on dropouts and unemployed. Funded. FY1978 enrollment: 38,673. No data on dropouts or unemployed. Total expenditures: (FY78 and FY77 carry-over funds - $16,213,332 Federal - $ 6,774,321 State/Local - $ 9,442,011

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 122	Use of funds for establishing or expanding cooperative vocational education programs.	Placement in state plans.	Appropriation.	Expenditures (FY78) Funded Federal $ 6,715,459 enrollment - State/Local - $639,475,723 581,238
Section 122 (e)	Use of funds available to States under Section 120 for establishing and expanding cooperative vocational education program.	Policy and placement in state plan programs to include provision giving priority for funding to areas that have high rates of school dropouts and youth unemployment.	Expenditures (FY1978) Federal - $ 6,715,459 State/Local - $63,947,723	Almost ½ of high school students enrolled in work experience programs. Enrollment - 581,238. No data on dropouts, unemployed
Section 124 (a)	Funding of residential vocational education schools from states allotment.	Application approval. State gives special consideration to needs of large urban areas and isolated rural areas having substantial numbers of youths who have dropped out of school or who are unemployed.	Appropriation. Total expenditures - $3,789,281 Federal - $ 894,200 State/Local - $2,895,081	Funded. Total expenditures - - $144,963,735 Federal expenditures - $ 15,223,506 State/local expenditures - $129,740,229
Section 131 (a)(3)	Use of funds for support of State research coordination units and for contracts by those units pursuant to comprehensive plans of program improvement.	Policy in State plan. Plans of program improvement may include, among others, improved curriculum materials for new and emerging job fields, including a review of any curricula developed under this section to insure that such curricula do not reflect stereotypes based on sex, race, or national origin.	Programs of National Significance. Appropriations. FY1977 - $27,153,000 FY1978 - $28,307,000 FY1979 - $10,000,000 FY1980 - $10,000,000	FY1979 - Support was provided for 53 research curriculum development demonstration and personnel development projects, including the national network of 6 curriculum coordination centers; 10 exemplary vocational education projects; the National Center for Research in Vocational Education; 13 new curriculum development efforts; high priority given to projects addressing needs of special populations.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 132 (a)(2)	Use of funds for exemplary and innovation programs - designed (voluntary) to develop training opportunities for persons in sparsely populated rural areas and for individuals migrating from farms to urban areas.	Placement in State plans.	Appropriation. More specific to current development programs.	Institution/population ratios are significantly higher for small town and rural areas. See Section 132(a)(1). Ten exemplary projects started in 1977 were supported in 1979. The average project enrolled 71 students, developed 206 community resource sites (employers) representing 270 different exploration learning stations.
Section 132 (a)(5)	Use of funds for exemplary and innovative programs.	Application approval. Programs may include programs designed to broaden occupational aspirations and opportunities for youth, with special emphasis given to youth who have academic, socioeconomic, or other handicaps.	1975-$15,933,000.	Ten exemplary projects started in 1977 were supported in 1979. The average project enrolled 71 students, developed 206 community resource sites (employers) representing 270 different explorational learning stations.
Section 132 (b)	Use of funds to states for exemplary and innovative programs.	Submission of state plan; application. Every contract made by a state for the purpose of funding exemplary and inovative projects shall give priority to programs and projects designed to reduce sex stereotyping in vocational education.	Appropriation. $15,933,000 expanded in 1975.	Ten exemplary projects started in 1979 were supported in 1979. The average project enrolled 71 students, developed 206 community resource sites (employers) representing 270 different explorational learning stations.
Section 133 (a)(1)	Funding of curriculum development programs.	Placement in state plan. Development and dissemination of vocational education curriculum materials for individuals with special needs, as described in section 110 (handicapped, disadvantaged, limited English-speaking ability, persons with economic need, unemployed, dropouts).	1979 - $40,745,000 appropriated for Program Improvements and Supportive Services (Subpart 3). See section 131(a)(3) page 3 "Minorities". 1975 - $,1,000,000 expended.	Support continued for a national network of six curriculum Coordination Centers. FY1979 13 new curriculum devlopment efforts; high priority given to projects addressing needs of special populations. No specific data on handicapped.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482. Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 133 (a)(2)	Funding to states for support of curriculum development projects.	Project may include-development of curriculum and guidance and testing materials designed to overcome sex bias in vocational education programs and support services in vocational education programs traditionally limited to members of the opposite sex.	Appropriation. $15,933,000 expended in FY1975.	Support continued for a national network of six curriculum Coordination Centers. FY1979 thirteen new curriculum development efforts; high priority given to projects addressing needs of special populations.
Section 134 (a)(7)	Programs for vocational development guidance and counseling programs and service.	Application approval. Programs shall include one or more of eight programs specified, one being establishment of vocational resource centers to meet the special needs of handicapped individuals and individuals from economically depressed communities or areas as well as others. Use of at least 20% of funds available to the states under section 130(a) shall be used to support such programs.	Appropriation.	Funded. Total expenditures (FY78 & FY79 carry-over funds) - $130,949,817 Federal - $ 23,851,290 State/Local - $107,098,527
Section 134 (a)(3)	Use of funds to support programs for vocational develdpment guidance and counseling programs and services.	Placement in state plans; use of at least 20% of funds available under Section 130(a); to include provision of educational and job placement services.	Appropriation.	Funded. Total expenditures - (FY78 & FY77 carry-over funds) - $130,949,817 Federal - $ 23,851,290 State/Local - $107,098,527
Section 134 (a)(4)	Vocational development guidance and counseling programs and services.	Use of 20% of funds. Programs shall include voc. ed. guidance and counseling training designed to acquaint guidance counselor with (A) the changing work patterns of women, (B) ways of effectively overcoming	Appropriation.	Funded. Total expenditures - (FY78-FY77 carry-over funds) - $130,949,817 Federal - $ 23,851,290 State/Local - $107,098,527

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 134 (a)(4) (continued)		occupational sex stereotyping and (C) ways of assisting girls and women in selecting careers solely on their occupational needs and interests and to develop improved career counseling materials which are free. Match basic grant.		
Section 135 (a)(2)	Use of funds to states available under section 130(a) for vocational education personnel training.	May include programs or projects which provide in-service training for voc. ed. teachers and other staff members to improve the quality of instruction, supervision, and administration of voc. ed. programs, and to overcome sex bias in voc. ed. programs.	Appropriation. $56,359,000 expended in 1975.	Funded. Total expenditures - (FY78 & FY77 carry-over funds) - $ 32,719,230 Federal - $ 11,469,733 State/Local - $ 21,249,497
Section 135 (a)(5)	Vocational education personnel training.	Funding may be used to support programs to train and provide in-service training for teachers supervisors, and trainers of teachers in vocational education to improve the quality of instruction, supervision and administration of vocational education for persons with limited English-speaking ability and to train or retrain counseling and guidance personnel to meet the special needs of persons with limited English speaking ability.	1979 - $40,745,000 appropriated for Subpart 3 (Program Improvement and Supportive Services). See section 131(a)(3). 1975 - $49,359,000	FY1979 - twenty-two new applied research and training projects; approximately 75% of these contained major dissemination activities including workshops and orientation for State personnel regarding project results and products.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 136	Use of funds available to states under Section 130(a) to assist in overcoming sex sterotyping and bias in voc. ed.	Placement in state plans and annual program plans; matching of basic grant.	Appropriation.	Funded. Total Expenditures(FY1978)- $4,370,369 Federal $1,184,403 State/Local $3,185,966
Section 140 (b)(1)	Funding of special programs for the disadvantaged.	Placement in State plan; appropriation to areas with high concentration of youth unemployment, school dropouts; payment of full cost of vocational education for disadvantaged persons.	Appropriation. FY AUTH. APP. 1978 $45,000,000 $20,000,000 1979 $45,000,000 $20,000,000 ($7,382,000 - actual) 1980 $50,000,000 $20,000,000 ($36,857,000- estimated) 1981 $20,000,000 estimated)	165,022 disadvantaged students received services or participated in programs designed to meet their needs in FY1978. 79,849 - secondary level 24,845 - postsecondary 57,952 - adult
Section 150	Grants for consumer and homemaking education.	Placement in state plan; programs to encourage participation of both males and females to prepare for combining roles of homemakers and wage earners; encourage elimination of sex sterotyping in consumer and homemaking education by promoting the development of curriculum materials which deal with (i)increased numbers of women working outside the home and the changing career patterns of men and women.	FY AUTH. APP. 1978 $65,000,000 $40,994,000 1979 $75,000,000 $43,497,000 1980 $80,000,000 $43,497,000 1978 Federal expenditures - $28,307,262	2,946,101 (80%) were females. States report expansion of program and increased programming for consumer education, nutrition education, parenthood education, child development, and growth of enrollments in depressed areas. No objective evidence of effectiveness of this program is available.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 150 (b)(1)(d)	Grants to states to assist them in conducting consumer and homemaking education programs.	Placement in five-year state plan and annual program plans. Programs to encourage, among other things, outreach programs in communities for youth and adults, giving considerations to special needs such as handicapped persons, may include bilingual instruction.	1978 - $40,926,929 in formula grants appropriated to states.	3,700,000 students served.
Section 150 (d)	Consumer and homemaking education programs.	Placement in State plan. Use of one third of Federal funds in each state in economically depressed areas or areas with high rates of unemployment for programs designed to assist consumers and to help improve home environments and the quality of life. 50% matching required except in economically depressed areas or areas with high rates of unemployment where matching is 90% Federal and 10% State and/or local.		Funded 3,659,441 students served Secondary - 2,795,949 Postsecondary - 52,340 Adult - 811,152
Section 161 (a)(1)(A)(C)	Development of information elements and uniform definitions for a national vocational education data reporting and accounting system.	System shall include, among other items, information on vocational (A) students (including race and sex) and (C) program completers and leavers.	Establishment of Vocational Education Data System.	Collection of data.
Section 162 (a)(6)	Continued existence of The National Advisory Council on Vocational Education.	Council shall include women who are members of minority groups and who have, in addition to such backgrounds and experiences special knowledge of the problems of discrimination in job training and employment against	Members appointed by the President.	See membership list.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE
EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 162 (a)(6) (continued)		women who are members of such groups.		
Section 162 (a)(8)	Continuance of National Advisory Council on Vocational Education.	Council shall include individuals, among others, experienced in education, and training of handicapped persons and persons of limited English-speaking ability (as defined in Section 703(a) of the Elementary and Secondary Education Act of 1965)	Members appointed by President.	See membership.
Section 162 (a)(9)	Continued existence of The National Advisory Council on Vocational Education during the period for which appropriations are authorized under this Act.	The council shall include individuals familiar with the special problems and needs of individuals disadvantaged by their socioeconomic backgrounds.	New members appointed by the President.	See membership.
Section 162 (a) last paragrapn	Continued existence of The National Advisory Council on Vocational Education; appointment of new members by the President.	President shall insure that there is appropriate representation of both sexes, racial and ethnic minorities, and various geographic regions of the country.	Members appointed by the President.	See membership list.
Section 172 (b)(4)(c)(4)	Training and development programs for vocational education personnel - leadership development awards, fellowships; use of funds from Section 103.	Equitable distribution of awards and fellowships taking into account such factors as the State's vocational education enrollment and the incidence of youth unemployment and school dropouts.	Appropriation. FY1979 - $24,615,000 appropriated for programs of national significance (Part B, Subpart 2).	No data available on effects of the incidence of high youth unemployment distribution. 155 leadership development awards in FY1979 among 18 institutions of higher learning. 14 fellowships at 56 institutions.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 181	None - Findings: One of the most acute problems in the United States is that millions of citizens' efforts to profit from vocational education are severely restricted by their limited English-speaking ability: that such persons are therefore unable to help fill the critical need for more and better educated personnel in vital occupational categories; and that such persons are unable to make their maximum contribution to the Nation's economy, and must, in fact, suffer the hardships of unemployment or underemployment: a critical shortage of instructors capable of instructing such language - handicapped persons and preparing them for a work environment requiring English language skills; a shortage of instructional materials and instructional methods and techniques suitable for such instruction.			
Section 182	"General responsibilities of the Commissioner, consultation with Secretary of Labor.	Development and dissemination of accurate information on the status of bilingual vocational training in all parts of the U.S.; evaluation of impact of such bilingual vocational training on the shortages of well-trained personnel, the unemployment of persons with limited English-speaking ability and the ability of such persons to acquire sufficient job skills to contribute fully to the economy of the U.S.; report their findings (Commissioner and Secretary of Labor) annually to the President and Congress.	AUTH. APP. ACTUAL FY1978: $70,000,000 $2,800,000 - FY1979: $80,000,000 $2,800,000 $2,749,000 FY1980: $90,000,000 $4,800,000 - Funding: 65% - bilingual vocational train-training 25% - training for instructors 10% - to develop instructional materials, methods, or techniques [illegible] bilingual vocational training	10 bilingual vocational training programs funded in 1979 to train 630 persons for employment in recognized occupations. In previous years, when the appropriation was used to fund only training programs about 22 projects were funded annually to train about 1500 persons; Report by Commissioner of Education and Secretary of Labor to President and Congress, August, 1978; studies ongoing.
Section 184	Authorizes Commissioner to make grants to and enter into contracts with appropriate State agencies, LEAs, post secondary education institutions, and to other nonprofit organizations especially created to serve a group whose language as normally used is other than English; enter into contracts with private for-profit agencies and organizations	Application; supplying training in recognized occupations and in new and emerging occupations, which shall include instruction in the English language designed to insure that participants in the training will be assisted to pursue such occupations in environments where English is the language normally used, assisance in conducting bilingual	FY AUTH. APP. 1975 $17,500,000 $2,800,000 1976 $17,500,000 $2,800,000 1977 $60,000,000 $2,800,000 1978 $70,000,000 $2,800,000 1979 $80,000,000 $2,800,000 1980 $90,000,000 $7,800,000	Projects funded have generally reported high placement rates. Inflationary costs have substantially reduced the size of the program over the years from 2500 trainees in 1975 to 637 in 1979. Costs per trainee have risen from $1120 in 1975 to $2857 in 1979.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 184 (continued)		vocational training for persons of all ages in all communities of the U.S. which are designed to insure that vocational training programs are available to all individuals who desire and need such bilingual vocational education.		
Section 185	Use of Federal funds for bilingual vocational training, grants and contracts under Section 184.	Application approval; may be used for (1) bilingual vocational training programs for persons who have completed or left elementary or secondary school and who are available for education by a postsecondary educational institution; (2) same for persons who have already entered the labor market and who desire or need training or retraining to achieve year-round employment, adjust to changing manpower needs, expand their range of skills, or advance in employment, and (3) training allowances for participants in bilingual vocational training programs subject to the same conditions and limitations as set forth in Section 111 of CETA of 1973. (Refers to economically disadvantaged)	AUTH. APP. ACTUAL FY1978: $70,000,000 $2,800,000 - FY1979: $80,000,000 $2,800,000 $2,749,000 FY1980: $90,000,000 $4,800,000 - Funding: 65% - bilingual vocational training 10% - to develop instructional material, methods or techniques for bilingual vocational training	About 77% of the trainees had 6 years or fewer of U.S. or English schooling.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 186	Authorizes Commissioner to make grants to or enter into contracts with States or educational institutions, either public or private. Payment of sums expended by an applicant for the purpose described in Section 187 and set out in that application.	Approval of application. To assist them (States or educational institutions) in conducting training for instructors of bilingual vocational training programs, and whenever the Commissioner determines that it will contribute to carrying out the purposes of this part (Bilingual Vocational Training), assist them in conducting training for instructors in bilingual vocational education programs.	25% of funds under this part (Subpart 3) used to conduct training for instructors.	1979 - Three instructor training programs will provide preservice and inservice training for about 130 instructors and staff to work with bilingual vocational training programs. Study in progress.
Section 187	Use of grants and contracts under Section 186.	Approval of application; voluntary use of fund for - (1) providing preservice training designed to prepare persons to participate in bilingual vocational training or vocational education programs as instructors, aids, or other ancillary personnel such as counselors, and inservice and development programs designed to enable such personnel to continue to improve their qualifications while participating in such programs; and (2) fellowships or traineeships for persons engaged in such preservice or inservice training.	Appropriation.	1979 - Three instructor training programs will provide preservice and inservice training for about 130 instructors and staff to work with bilingual vocational training programs. Study in progress.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 188	Authorizes Commissioner, from sums made available for grants and contracts under this section pursuant to Section 183, to make grants and enter into contracts with States, public and private educational institutions, and to other appropriate nonprofit organizations and enter into contracts with private for-profit individuals and organizations; authorizes Commissioner to pay each applicant which has an application approved under Section 189B an amount equal to the total sums expended by the applicant for the purposes described in Section 189 and set forth in the application.	Grants and contracts to assist agencies mentioned in developing instructional material, methods, or techniques for bilingual vocational training.	10% of appropriation (see Section 182(a) of same) used for such purpose.	
Section 189	Use of grants and contracts in accordance with applications approved under Section 189B.	Approval of application. May be used for: (1)research in bilingual vocational training; (2) training programs designed to familiarize State agencies and training institutions with research findings and successful pilot and demonstration projects in bilingual vocational training: (3) experimental, developmental, and pilot programs and projects designed to test the effectiveness of research findings; and (4) other demonstration and dissemination projects.	Appropriation: FY1978: $2,800,000 FY1979: $2,800,000 FY1980: $4,800,000	Planned and ongoing studies.

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 191	Provision of emergency assistance to LEAs in urban and rural areas to modernize, remodel, renovate facilities to provide vocational education.	Application to Commissioner.		
Section 193	Emergency assistance for remodeling and renovation of vocational education facilities.	Applications approval. Criteria for approval, taking into account the rate of youth unemployment in area, number of unemployed youth aged 17 through 21 residing in area, the percentage of such youth as compared to vocational education enrollment in the LEA, ability of facility to comply with standards adopted by the Architectural Barriers Act of 1968.	Authorization.	Funded. Total expenditures: $144,963,735 Federal - $ 15,223,506 State/Local - $129,740,229
Section 193 (b)(E)	Emergency assistance for remodeling and renovation of vocational education facilities.	Application approval. Approval dependent upon ability of facility to comply with standards adopted by the Architectural Barrier Act of 1968.	Appropriation.	Funded.
Section 195	Defines "area vocational education school: and "postsecondary educational institutions", mentioning persons who have left high school, elementary or secondary schools.			

ANALYSIS OF LEGISLATIVE ACTIONS USING THE EDUCATION AMMENDMENTS OF 1976 (P.L. 94-482, Title II, 1976)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 195 (7)	Definition of "handicapped".	The term "handicapped", when applied to persons, means persons who are mentally retarded, hard of hearing, deaf, speech impaired visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons, who by reason thereof require special education and related services, and who, because of their handicapping condition, cannot succeed in the regular vocational education program without special education assistance or who require a modified vocational education program.		
Section 195 (16)	Defines "disadvantaged" as persons (other than handicapped) who have academic or economic handicaps and who require special services and assistance in order to enable them to succeed in vocational education programs.			
Section 195 (17)	Defines "low income family or individuals" as such families or individuals who are determined to be low-income according to the latest available data from the Department of Commerce.			

ANALYSIS OF LEGISLATIVE ACTIONS FOR
ADULT EDUCATION ACT (USC 20, Chapter 30) BASIC EDUCATION FOR ADULTS

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
USC 20 Section 120	Adult public education.	Filing of general state applica-tic[illegible] and submission of 3 year st[illegible]e plan: establishment of pr[illegible]rams of adult public educa[illegible] that will enable all adults to continue their education to at least the level of completion of secondary school.	Appropriations.	Funded. 1.68 million people served in Adult Basic Education in 1977. Of these 150,000,000 completed 8th grade, 107,749 obtained employment or better jobs and 18,953 were able to forgo public assistance.
Section 1202(c)	None-defines term "adult basic education" as adult education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment communsurate with their ability to get or retain employment commensurate with their real ability which is designed to help eliminate such inability and raise the level of education of such individuals with a view of making them less likely to become dependent on others to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment and to making them better able to meet their adult responsibilities.			
USC 20 Section 1204 (a)(2)	Allotment and reallotment of grant funds.	State plan; $150,000 to each state and remainder of allotment to be based on ratio of number of adults (16 and over) who do have a certificate of graduation from a school providing secondary education (or its equivalent) and who are not currently required to be enrolled in schools in such state to the number of such adults in all states.	Appropriation. FY — AUTH. — APP. 1978 — $200,000,000 — $ 80,500,000 1979 — 210,000,000 — $ 90,750,000 1980 — 230,000,000 — $100,000,000	Funded
Section 1205 (b)(1)	Federal grants for adult education; state plans.	Filing of general state application and submission of state plan with plan setting forth a program for the use of funds provided to carry out the stated purpose in Section 1201 with respect to all segments of the adult population	Appropriations.	Funded. 317 served in bilingual education.

ANALYSIS OF LEGISLATIVE ACTIONS FOR
ADULT EDUCATION ACT (USC 20, Chapter 30) BASIC EDUCATION FOR ADULTS

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 1205 b)(12)	Federal grants for adult education; state plans.	Filing of general State application and submission of state plan which provides for adult basic education programs for immigrants.	Not appropriated.	Not funded.
Section 1208(a)	Grants for special projects for the elderly.	Filing of general application and submission of 3 year state plan. Provision of educational programs for elderly persons whose ability to speak and read the English language is limited and who live in areas with a culture different than their own.	No information on appropriations. Authorized through FY1983.	No data.
Section 1209(b)	Establishment of National Advisory Council on Adult Education.	Appointment of members by the President. Members to include persons knowledgeable in the filed of adult education including education of persons with limited English-speaking ability.	Appropriations.	Funded.
Section 1211a	Grants for improvement of educational opportunities for adult Indians.	Filing of general state application and submission of application. Participation by individuals to be served and tribal communities in the planning and development of the project. Priority to applications from Indian educational agencies, organizations and institutions.	Appropriations. 1979 - $5,930,000 1980 - $5,830,000 1981 - $5,430,000 Authorized for each fiscal year ending prior to October 1, 1983 $8,000,000 for each FY.	Funded. Awards made to 59 applicants in FY1979. Estimated 51 awards in FY1980 and FY1981.

ANALYSIS OF LEGISLATIVE ACTIONS FOR
ADULT EDUCATION ACT (USC 20, Chapter 30) BASIC EDUCATION FOR ADULTS

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 1205 (b)(1) (Continued)		in the state, including residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, and institutionalized adults.		
Section 1205 (b)(8)	Federal grants for adult education; state plans.	Filing of general state application and submission of state plan with state plan describing the means by which representatives of special adult populations (among various other representatives), including residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, etc. have been involved in the development of the plan and will continue to be involved in carrying out the plan.	Appropriation.	See Section 1205(b)(1).
Section 1205 (b)(11)	Federal funds for grants to States for adult education.	Filing of general State application and submission of state plan through its state educational agency; provision of special assistance to persons with limited English-speaking ability carried out in coordination with programs of bilingual education under the Vocational Education Act of 1963.	Appropriations. FY1979 - $ 90,750,000 FY1980 - $100,000,000 FY1981 - $100,000,000(estimate)	Funded; provision of bilingual adult education programs; constitutes 31% total population served.

ANALYSIS OF LEGISLATIVE ACTIONS FOR
ADULT EDUCATION ACT (USC 20, Chapter 30) BASIC EDUCATION FOR ADULTS

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 1211a(a)	Grants for planning, pilot and demonstration projects which are designed to plan for, test, and demonstrate the effectiveness of programs for providing adult education for Indians.	Same as above (1211a).	Same as above (1211a).	Same as above (1211a).
Section 1211a(b)	Grants to Indian tribes, Indian institutions, and Indian organizations to develop and establish educational services and programs specifically designed to improve educational opportunities for Indian adults.	Same as above (1211a).	Same as above (1211a).	
Section 1211a(c)	Grants and contracts with public agencies and institutions, and organizations for dissemination of information and evaluation of federally assisted programs involving Indian adults.	Same as above (1211a).	Same as above (1211a(a)).	Same as above (1211a).
Section 1211b	Grants for operation of special adult education programs for Indochina refugees.	Submission of applications and plan.	Appropriations. 1979 - $0,000,000 1980 - $2,500,000 (estimated) 1981 - $0,000,000	Funded. Expenditures - 1977-65 grants made serving 20,000 adult Indochina refugees. $10,029,327. Grants for FY1978 made to 65 state and local agencies to serve 30,000 participants; 130 full-time and 530 part-time staff employed in these programs. Funded. 31% served in bilingual education.
Section 1211c (P.L. 95-561)	Funding of Adult Education programs for adult immigrants.	Submission of applications by applicant to State Educational agency; review of application by state.	Not appropriated.	Not funded in Fy1978 and FY1979. FY1980 estimate $2,500,000. FY1981 estimate $0,000,000. No information.

ANALYSIS OF LEGISLATIVE ACTIONS FOR ECONOMIC OPPORTUNITY PROGRAM (USC 42, Chapter 32)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2711	Purpose of Subchapter: to stimulate a better focusing of resources upon goal of enabling low-income families and low-income individuals of all ages, including persons of limited English-speaking ability in rural and urban areas to attain the skills, knowledge, and motivation and secure the opportunities needed for them to become fully self-sufficient.			
Section 2712	Research demonstration, and pilot projects to further purpose in Section 2711.	Appropriation.		
Section 2781	Purpose: to encourage the development of special programs by which residents of urban and rural low income areas may, through self-help and mobilization of the community at large, with appropriate Federal assistance improve the quality of their economic and social participation in community life in such a way as to contribute to the elimination of poverty and the establishment of permanent economic and social benefits.			
Section 2790 (c)	Designation of community action agencies.	Consultation with heads of other Federal agencies responsible for programs relating to work and training programs, physical and economic development, etc.		
Section 2809 (a)(c)	Summer youth recreation program.	Appropriation: funds allocated on basis of relative number of unemployed persons as well as other criteria.		
Section 2809 (a)(2)	Special programs and assistance "Senior Opportunities & Service".	Appropriation: identify and meet the needs of poor persons above age of 60.		
Section 2809 (a)(4)	Financial assistance for "Rural" Housing Development and Rehabilitation" program.	Appropriation: assistance to agencies providing services to migrant or seasonal farmworkers or Native Americans which serve areas defined as rural; designed to assist low-income families.		

ANALYSIS OF LEGISLATIVE ACTIONS FOR ECONOMIC OPPORTUNITY PROGRAM (USC 42, Chapter 32)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2814 (a)	To provide disadvantaged urban and rural youth with opportunity for physical fitness instruction and counseling services (including instruction concerning study practices, career opportunities, job responsibilities, health and nutrition, and drug abuse education) through regular association with college and university athletes and instructors.	Appropriation.		
Section 2825	Research and pilot projects designed to assure more effective use of human and natural resources of rural American and to slow the migration from rural areas due to lack of economic opportunity, thereby reducing population pressures in urban centers.	Submission of plan; appropriation; development and implementation of pilot projects which (1) aid elderly persons to achieve greater self-sufficiency, (2) focus upon the problem of rural poverty, (3) assure a more effective use of human and natural resources of rural America to slow migration from rural areas, thereby reducing population pressures in urban centers.		
Section 2832	Establish 2 assistant Directors for Community Action: 1 Urban and 1 Rural to assure proper expenditure of funds--Repealed by Sup. II.			
Section 2833 (a)	Rural Areas - Steps to extend to rural areas.	Appropriation.		

ANALYSIS OF LEGISLATIVE ACTIONS FOR ECONOMIC OPPORTUNITY PROGRAM (USC 42, Chapter 32)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2833 (b)	Establishes criteria for equitable distribution of assistance between urban or rural areas.	To take into consideration the relative number of (1) low-income families unemployed persons; (1) low-income families (2) unemployed persons: (3) persons receiving cash or other assistance on a needs basis; (4) school dropout; (5) education; (6) persons rejected for military service; and (7) poor persons living in urban places compared to number living in rural places.		
Section 2833 (c)	Assistance to public and private nonprofit agencies - uses "rural" areas once.	Appropriation. Assistance if the Director determines that it is not feasible to establish a community action agency within a reasonable period of time.		
Section 2833 (d)	Urban-Rural Cooperation in areas such as interchange of personnel related projects, etc.			
Section 2928b (f)	Equitable distribution of benefits between rural and urban areas.	Appropriation. Administrative measure.		
Section 2932 (a)	Financial assistance for day care projects.	Appropriation and allows up to 90% funding for projects under which children from low-income families or from urban and rural and larger concentrations or proportions of low-income persons may receive day care.		

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2967	Distribution of benefits between rural and urban areas.	Benefits of this chapter be distributed equitably between residents of rural and urban areas; adoption of appropriate administrative measures.		
Section 2971c	Provide for nondiscrimination.	Grant, contract, or agreement under Subchapter VI (Administration and Coordination) provide that no person with responsibilities on the operation will discriminate with respect to any such program, project, or activity because of race, creed, color, national origin, sex, political affiliation, or beliefs.		
Section 2979 (b)	None-requires Sec. of Labor to obtain from the Sec. of Commerce, the Sec. of H.E.W., the director of the Community Services Administration and the head of any other Federal agency administering a training program, such employment information as will facilitate the placement of individual being trained.			
Section 2982	Purpose: establish special programs of assistance to non-profit private locally initiated community development corporations.	Appropriation: gives criteria of corporations using "urban" and "rural" unemployment "low income persons".		
Section 2982a	Financial assistance to community development corporation and other affiliated and supportive agencies and organizations for purpose of carrying out purposes of Subchapter VII Part A (Urban and Rural special impact programs).	Appropriation: approval of grant agreement: used "economic development: in Sections 2982a.(a)(1) and (4), but P.L. 95-568 change them to read "business and commercial development".		

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2982b	None-Disallow financial assistance in the relocation of establishments if such relocation would result in a substantial increase in unemployment in the area of original location.			
Section 2982 (b)	Establishes criteria for equitable distribution of assistance between urban and rural areas.	To take into consideration for relative of (1) low-income families; (2) unemployed persons (3) persons receiving cash or other assistance on a needs basis: (4) school dropouts (5) adults with less than eighth-grade education: (6) persons rejected for military service; and (7) poor persons living in urban places compared to number living in rural places.		
Section 2982b (a)	Requirements for receiving financial assistance.	Appropriation; approval of grant agreement; no assistance to any community economic development program unless requirements are met.		
Section 2982b (a)(14)	Requirements for financial assistance to community economic development programs.	Appropriation; training programs designed wherever feasible to provide those persons who successfully complete such training w/skills which are also in demand in communities, neighborhoods, or rural areas other than those for which programs are established under this part.		
P.L. 95-51 Section 2982b (d)	Requires community economic development program to specify in some detail the development goals and timetable.			

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2983b (a)	Limitations on Assistance- 1) any coop. assoc. must have minimum of 15 active members a majority of which are low-income rural persons. 2) technical assistance. 3) financial assistance. 4) app. if fulfilling or will fulfill a need for services supplies or facilities which isn't being met otherwise.			
Section 2984a	Establishment of Model Community Economic Development Finance Corporation. Development Loans prerequisites to loans, guarantees or other financial assistance.	Appropriation: to provide financial support for community economic development corporations, cooperatives other affiliated and supportive agencies and organizations associated with economic development corporations.		
Section 2984 (c)	Dev. Loan Fund; Composed of Rural Dev. Loan Fund and Community Dev. Loan Fund Director to use services of Farmers Home Administration in administering the fund.			
Section 2985 (b)	Sec. of H.U.D., after consulting with director, to assist community dev. corp. and local coop. associations to qualify for and receive technical assistance, counseling and loans to sponsors of low and moderate - income housing	Policy.		

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ECONOMIC OPPORTUNITY PROGRAM (USC 42, Chapter 32)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2985 (c)	Provide for Sec. of Ag. or Administrator of Farmers Home Administration, after consulting with Director, to take necessary steps to insure that community dev. corporation and local cooperative associations shall qualify for and receive assistance with housing development according to the Housing Act of 1949 Consolidated Farmers Home Administration Act of 1961, Rural Dev. Act of 1972, and other programs under U.S. Director of Agriculture.			
Section 2991b (a)	Financial assistance for Native American Projects. Authorization for financial assistance to public and nonprofit agencies; consultation with other Federal agencies to avoid duplication, includes such public and nonprofit private agencies serving Hawaiian Natives and Indian organizations in urban or rural nonreservation areas.			

ANALYSIS OF LEGISLATIVE ACTIONS FOR ECONOMIC OPPORTUNITY PROGRAM (USC 42, Chapter 32)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2996f (a) (c)	To insure that (1) recipients adopt procedures for determining and implementing priorities for providing of such assistance (including such outreach, training, and support services, as may be necessary), including particularly the needs for service on the part of significant segments of the population (Sup. II p. 1554) of eligible clients with special difficulties of access to legal services or special legal problems (including elderly and handicapped individuals): and (ii) appropriate training and support services are provided in order to provide such assistances to such significant segments of the population of eligible clients.	NOTE: P.L.95-222, Section, Dec. 28, 1977, 91 Stat. 1619, provided that "This act [amending sections 2996, 2996c, and 2996e to 2996f and 2996i of this title] may be cited as the "Legal Services Corporation Act Amendments of 1977."		
Section 2996f ([illegible]) (2) (A)	To establish, in consultation with the Director of the Office of Management and Budget and with the Governors of the several states, maximum income levels (taking into account family size, urban and rural differences and substantial cost-of-living variations) for individuals eligible for legal assistance under this subchapter.	Policy		
Section 2996f (3)	To insure that grants and contracts are made so as to provide the most economical and effective delivery of legal assistance to persons in both urban and rural areas.			

ANALYSIS OF LEGISLATIVE ACTIONS FOR ECONOMIC OPPORTUNITY PROGRAM (USC 42, Chapter 32)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 13 (PL 93-644)	Mandated a joint study by the Senate Committee on Labor and Public Welfare (now the Senate Committee on Human Resources) and the House Committee on Education and Labor.	To include consideration of an appropriate administrative agency for the conduct of programs after July 1, 1975 under this Subchapter Community Economic Development) a review of the extent to which programs under this subchapter meet the overall needs of the Nation for economic development programs and the extent to which there is maximum utilization of all federal and public and private agencies having responsibilities under this subchapter due January 4, 1976		
Section 2982b (d) P.L. 95-51	**Requires community economic development program to specify in some detail the development goals and timetable.**	Appropriation		

ANALYSIS OF LEGISLATIVE ACTIONS FOR ECONOMIC OPPORTUNITY PROGRAM (USC 42, Chapter 32)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Subchapter VII Part C	Development loans to community economic development program.	Appropriation.		
Section 2983a (a)	Financial assistance to any low-income rural family.	Authorization.		
Section 2983a (b)	Authorizes director to provide financial assistance to local cooperative associations or local public and private non-profit organizations in rural areas containing concentrations of low-income persons for purpose of establishing and operating coop. programs for farming, purchasing, marketing, processing, and to improve their income as producers and their purchasing power as consumers, and to provide such essentials as credit and health services. Cost which may be defrayed shall be included but not be limited to- 1) ad. costs at staff and overhead; 2) costs of planning and developing new enterprises; 3) cost of acquiring technical assistance; 4) initial capital--(if director deems necessary for social or financial reasons).	Authorization.		

ANALYSIS OF LEGISLATIVE ACTIONS FOR C.E.T.A. OF 1978 (P.L. 95-524)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 2 Title I	To provide for the maximum feasible coordination of plans, programs and activities under this act with economic development, community development and related activities such as voc. ed., etc. Provision of job training and employment opportunities for economically disadvantaged, unemployed or underemployed persons.	Submission of application and a comprehensive employment and training plan to the Sec. of Labor.	Appropriation.	Funded.
Section 3 (8) Title I	The term "economically disadvantaged" means a person who (A) receives, or is a member of a family which (i) receives cash welfare payments under a Federal, State, or local welfare program. See ACT.			
Section 3 (11)	The term "handicapped individual" means any individual who has a physical or mental disability which for such individual constitutes or results in a substantial handicap to employment.			
Section 3 (2)(a) Title III	None. Except as provided in subparagraph (B) of this section, the term "area of substantial unemployment" means any area of sufficient size and scope to sustain a public service employment program and which has an average rate of unemployment of at least 6.5% for the most recent 12 months as determined by the Secretary.			
Section 3 (2)(B) Title III	With respect to determinations made for FY79 and for parts A, B, and C of Title II for any fiscal year, such term (area of substantial unemployment) means an area of sufficient size and scope to sustain such a program and which has an average rate of unemployment of at least 6.5% for any three consecutive months within the most recent 12-month period as determined by the Secretary.			
Section 3 (12)	The term "Hawaiian Native" means any individual any of whose ancestors were natives, prior to 1778, of the area which now consists of the Hawaiian Islands.			
Section 5 Title V	Reports by Secretary of Labor.	Development of information relating to number of individuals who have attained age 16 and who are members of a family equal to or less than 70%, 85%, 100% of the lower living standard income level for the jurisdiction of each prime sponsor.		

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 5 (C)	Reports by Secretary of Labor.	Report by the Joint Economic Committee on the ability of targeted structural employment and training programs to achieve and sustain (a) a decrease in unemployment rates among those segments of the labor force having special difficulties in obtaining employment and (B) a decrease in the national unemployment rate without exacerbating inflation.		
Section 101(a) (4)(a)(i) Title I	Includes in definition of "prime sponsor" any unit of general local government or any consortium of such units, without regard to population, which, in exceptional circumstances, and after consultation with appropriate State and local officials, is determined by the Secretary to serve a substantial portion of a functioning labor market area, or (ii) to be a rural area having a high level of unemployment			
Section 103 (a)(4) Title I	Funding of programs upon submission of approval of plans.	Master plan to include a description of the prime sponsors of application procedures to select and place individuals on the administrative staff, methods to be used to identify and place participants in such programs and arrangements made with respect to providing such participants with job search assistance, counseling, and other services.	Appropriation.	Funded.
Section 103 (a)(5)	Funding of programs upon submission of application and plans and their subsequent approval.	Prime sponsors, master plans to include a description of arrangements to insure that (A) employment and training services, including the development of job opportunities, will be provided to those most in need of them, including low-income persons, handicapped individuals, persons facing barriers to employment commonly experienced by older workers, and persons of limited English-speaking ability.	Appropriation.	Funded.

ANALYSIS OF LEGISLATIVE ACTIONS UNDER
C.E.T.A. OF 1978 (P.L. 95-524)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 103 (a)(5) (Continued)		Prime sponsors master plans to include a description of arrangements to insure that procedures are developed which will lead to skill development and job opportunities for participants in occupations traditionally limited to individuals of the opposite sex.		
Section 103 (a)(20) Title I	Funding of programs upon submission of application and plans and their subsequent approval.	Prime sponsors, master plans to include a description of plans and activities to coordinate, strengthen and training activities under this Act with economic development activities in the private sector.	Appropriation.	Funded.
Section 103 (b)(2) Title I	Funding of programs upon submission of application and plans and their subsequent approval.	Prime sponsors' annual plan shall include a description of the eligible population identified by race, sex, national origin, and age and the proposed activities and services for participants from these significant segments of the eligible population.	Appropriated.	Funded.
Section 103 (b)(3) Title I	Funding of programs upon submission of application and plans and their subsequent approval.	Prime sponsors' annual plans shall include a description of specific services for individuals who are experiencing severe handicaps in obtaining employment, including individuals who lack credentials, require basic and remedial skill development, have limited English-speaking	Appropriation.	Funded.

ANALYSIS OF LEGISLATIVE ACTIONS For C.E.T.A. OF 1978 (P.L. 95-524)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 103 (b)(3) Title I (Continued)		ability, are handicapped, are disabled or Vietnan-era veterans, are offenders, are displaced homemakers, are public assistance recipients, are 55 years of age or older, are youth, are single parents, are women, or are other individuals who the Secretary determines have particular disadvantages in the labor market.		
Section 103 (b)(4) Title I	Funding of programs upon submission of application and plans and their subsequent approval.	Prime sponsors' annual plans to include prime sponsors' performance and placement goals.	Appropriation.	Funded.
Section 103 (b)(6) Title I	See above.	Prime sponsors' annual plans to include a description of the relationship between job development and placement, under this Act and other employment and training programs in the area served.	Appropriation.	Funded.
Section 103 (b)(12) Title I	See above.	Prime sponsors' annual plans to include the method of determining priorities for service under Title II, with such priorities being based on locally determined factors such as employment status, level of employability development, handicap, veteran status age, race, sex, or other criteria deemed viable by the prime sponsor.	Appropriation.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 1 (b)(13) Title I	Funding of programs upon submission of application and plans and their subsequent approval.	Prime sponsors' annual plans to include information on the rate of positive placement for individuals who have completed training programs.	Appropriation.	Funded.
Section 103 (b)(15)	See above.	Prime sponsors' annual plan to include a description of an affirmative action program for outreach to and training, placement, and advancement of handicapped individuals in employment, and training programs under this Act, including (A) a description of the extent to which the methods whereby the special needs of the handicapped are to be met; and (B) a description of the number of handicapped individuals who were served in the preceding year, the types of training or employment in which they were placed, and the number of such individuals who were moved into ursubsidized employment.	Appropriation.	Funded.
Section 105 (b)(5) Title I	Funding of comprehensive employment and training programs	Submission of a Governor's coordination and special services plan to the Sec. of Labor. Activities required under plan to include exchanging of information between states and prime sponsors with respect to State, interstate, and regional planning for economic development, etc. Assuring promotion of prime sponsor planning that takes labor market	Appropriation.	Funded.

ANALYSIS OF LEGISLATIVE ACTIONS FOR C.E.T.A. OF 1978 (P.L. 95-524)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 105 (b)(5) Title I (Continued)		areas covering more than related activities such as community voc. ed., voc. rehab., and social services.		
Section 105 (b)(10) Title I	Funding of comprehensive employment and training program.	Submission of Governor's coordination and special services plan to the Sec. of Labor: activities under such plan shall include providing financial assistance for special programs and services designed to meet the needs of rural areas outside major labor market areas.	Appropriation.	Funded.
Section 106 (c)(1) Title I	Establishment of provisions for complaints/sanctions.	Maintenance by prime sponsor of a pattern or practice of non-discrimination.	Prior notice and opportunity for a hearing given to prime sponsor.	Revocation of all or part of a prime sponsor's plan/termination of financial assistance if it is determined by the Sec. of Labor that sponsor is maintaining a pattern of practice of discrimination in violation of Section 132.
Section 106 (c)(2) Title I	Revocation of prime sponsor's comprehensive employment and training plan and termination of financial assistance.	The Sec. of Labor determines that the prime sponsor is, among other things, failing to give due consideration to the eligible population in areas of chronic or concentrated unemployment.	Prior notice and opportunity for a hearing given to prime sponsor.	Revocation of all or part of a prime sponsor's plan and termination of financial assistance if it is determined by the Sec. of Labor that sponsor is maintaining a pattern of practice of discrimination in violation of Section 132.
Section 109 (b)	Establishment of a planning council by each prime sponsor.	Planning council to include members who are representative of veterans organization, handicapped individuals, vocational education agencies, etc.	Appointment of members prime sponsor.	Membership.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 110 (a)(3)	Financial assistance to States for purposes of act.	Establishment of a State employment and training council - council to include at least one representative of handicapped individuals, one of State Board of Vocational Education, one of State Advisory Council on Vocational education.	Appropriated.	Funded.
Section 121 (a)(5)	None - Establishes conditions applicable to all programs.	Providing that no person be excluded from participation is denied the benefits of, subjected to discrimination under, or denied employment in the administration of or in connection with any such program because of race, color, religion, sex, national origin, age, handicap, or politial affiliation or belief. Prime sponsors make efforts to remove architectural barriers to employment of the handicapped.		
Section 121 (b)(2)(a) Title I	None-establishes conditions applicable to all programs.	Action to provide for increased participation of qualified disabled and Vietnam-era veterans.		
Section 121 (f)(1) Title I	None-establishes conditions applicable to all programs.	All programs shall contribute to occupational development, upward mobility, development of new careers and overcoming sex stereotyping (including procedures which will lead to skill development and job opportunities for participants in		

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C.E.T.A. OF 1978 (P.L. 95-524)

Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 121 (f)(1) Title I (Continued)		occupations traditionally limited to the opposite sex.		
Section 121 (k) Title I	None-establishes conditions applicable to all programs.	Providing maximum reasonable opportunity to small and minority owned businesses to compete for contracts for supplies and services including where appropriate, the use of set asides.		
Section 122 (b)(1)(B) Title I	None-establishes conditions applying to all public service employment programs receiving financial assistance under this act.	Special consideration in filling public service jobs given to eligible persons who are public assistance recipients or who are eligible for public assistance.		
Section 122 (b)(2) Title I	See above.	To give special consideration to eligible disabled and Vietnam-era veterans in filling public service jobs.		
Section 122 (b)(3)(1)(A) Title I	See above.	To give special emphasis to groups specifically identified in section 301(a)-offenders, persons of limited English-language proficiency, handicapped, women, individuals who lack educational credentials, public assistance recipients, and other persons, determined by the Secretary, to require special assistance-but no establishment of hiring or participation goals for such persons.		

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 122 (b)(4)(b) Title I	Waiver of provisions of paragraph (2) which limits wages paid to a participant to 78 weeks in a 5 yr. period.	Applies to any area served by a unit of general local government which is eligible to be a prime sponsor (or any area served by such a Native American entity) in which the rate of unemployment is equal to or exceeds 7% or in the case of a prime sponsor which is a state, any area under the jurisdiction of a unit of general local government in which the rate of unemployment is equal to or exceeds 7%.	Provision of temporary extension of time limited to 12 months duration.	
Section 122 (h)(4)(a) Title I	See previous. Waiver of provisions in Section 121(c)(2) by the Secretary which limits length of participation to individuals in the case of Native American entities who operate programs authorized under Section 302(c)(1) of this act.	A temporary extension of time for a limited number of persons who were originally hired in a public service employment program prior to 10/1/78 and who continued to be employed on 9/30/79.		
Section 122 (h)(4)(b) Title I	Waiver of provisions of paragraph (2) which limits wages paid to a participant 78 weeks in a 5-year period.	Applies to any area served by a unit of general local government which is eligible to be a prime sponsor (or any area served by such a Native American entity) in which the rate of unemployment is equal to or exceeds 7% or, in the case of a prime sponsor which is a state, any area under the jurisdiction of a unit of general local government in which the rate of unemployment is equal to or exceeds 7%.	Provisions of temporary extension of time limited to 12 months duration.	

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 122 (m) Title I	None-establishes conditions applying to all public service employment programs receiving financial assistance under this act.	Provision of public service jobs in occupational fields which are most likely to expand within the public and private sectors. Activities to include weatherization of dwellings occupied by low-income families and removal of architectural barriers to access by handicapped persons to public facilities.	Appropriated.	Funded.
Section 123 (m) Title I	Assistance to Native American entities in applying for financial assistance under this act.	Such entity to fulfill eligibility requirements.		
Section 124 (a)(3) Title I	Payment of incentive allowances to trainers.	Eligibility: trainees receiving public assistance or whose needs or income is taken into account in determining such public assistance to others; excludes trainees receiving allowances under Part A of Title IV.	Appropriated.	Funded.
Section 126 (a)(2) Title I	Assessment of each prime sponsor's proposed performance and placement goals by the Secretary of Labor.	Performance standards to provide appropriate recognition of the differing needs of the eligible population which will vary the costs for services and which will require setting different performance standards depending on the disadvantages, handicap, capabilities, and job readiness of the eligible population to be served. Differences associated with the degree of disadvantage or handicap of the eligible population.	Placement in plans appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 132 (b)(1)(2)(f) Title I	None; Requires Secretary of Labor to review on a periodic basis, the adequacy of outreach, training, placement, and advancement practices with respect to handicapped individuals by each prime sponsor pursuant to Section 103(b)(15) and shall insure that the special needs of such individuals are being met; the Secretary shall include in each annual report a complete evaluation of the conduct of and achievement in outreach, training, placement, and advancement practices with respect to handicapped individuals by prime sponsors pursuant to Section 103(b)(15), including a comparison of such practices and achievements with the preceding year.			
Section 132 (a)(b) Title I	Authorizes Sec. of Labor to enforce provisions regarding discrimination and to (1) refer matter to the Attorney General with a recommendation that an appropriate civil action be instituted; (2) exercise the powers and functions provided by Title VI of the Civil Rights Act of 1964; or (3) to take such other action as may be provided by law.	No person in the U.S. shall on the ground of race, color, religion, sex, national origin, age, handicap, or political affiliation or belief be excluded from participation in, be denied the benefits of, be subjected to discrimination under, or be denied employment in the administration of or in connection with any program or activity funded in whole or in part with funds made available under this Act.		
Section 201 Title II	Programs to provide comprehensive employment and training services.	Such services designed to ease barriers to labor force participation encountered by economically disadvantaged persons, to enable such persons to secure and retain employment at their maximum capacity and to enhance the potential for individuals to increase their earned income.		
Section 202 Title II	Allocation of funds.	Allocations based upon the relative number of adults in families with an annual income below the low-income level within the state or jurisdiction of the prime sponsor compared to the total number in all states or to such numbers in all such jurisdiction.	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 202 Title II	Allocation of funds.	Allocations based on relative number of unemployed persons within the state or within jurisdiction of prime sponsor compared to total number in all states or to such numbers in all jurisdictions.	Appropriations.	Funded.
Section 202 (f)(2)(B) Title II	Allocation of funds.	Of 3% of funds remaining second priority is given to providing continued support for concentrated employment program grantees serving rural areas having high levels of unemployment.	Appropriated.	Funded
Section 204 Title II	Supplement Voc. Ed. Assistance.	Not less than 85% of funds available under this section to be used only for providing voc. ed. and services to participants in programs under this act; remainder of funds available under this section may be used (b) to coordinate the utilization of funds under this act and the Voc. Ed. Act of 1963 to enhance economic growth and development in the state.	Appropriated.	Funded.
Section 211 (12) Title II	Services for the economically disadvantaged.	Appropriation. Services may include part-time, flexible, and other alternative working arrangements for individuals who are unable because of age, handicap, or other factors to work full-time.	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 211 Part B Title II	Services for the economically disadvantaged.	Provision of a variety of services including on-the-job training, temporary employment to individuals who are seeking suitable placement in classroom training, supportive services, payment of allowances, etc.	Appropriated.	Funded.
Section 213 Title II	Services for the economically disadvantaged - eligibility requirements.	Participants must be economically disadvantaged and either unemployed, underemployed, or in school.	Appropriated.	Funded.
Section 215 Title II	Services for older workers.	Services designed to assist eligible participants in overcoming the particular barriers to employment experienced by older workers; each prime sponsor's plan to include provisions for utilizing activities including activities described in Section 308 and coordinating services for older workers under this part with program services provided by senior centers area agencies on aging and state agencies on aging.	Appropriated.	Funded.
Section 216 Title II	Services to public assistance recipients.	Appropriation.	Appropriated.	Funded.
Section 221 Title II	Occupational upgrading and retraining programs-financial assistance to public and private employers.	Appropriation. Successful completion shall be expected to result in employment with the employer in the occupation for which the employer has been upgraded and at not less than prevailing wages.		

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 232 Title II	Financial assistance to prime sponsors for transitional public service employment for economically disadvantaged persons who are unemployed.	Appropriation; stipulation for use of funds.		
Section 233 (b) Title II	Appropriation of funds for transitional employment opportunities for the economically disadvantaged.	Appropriation. Reservation by Sec. of Labor an amount equal to not less than 2% of the amounts made available pursuant to Section 232 for any fiscal year to enable Native American entities to carry out public service employment programs under this part.		
Section 233 (c) Title II	85% of funds allocated in accordance with this subsector.	Appropriation; allocations based upon number of unemployed persons in areas and number of low-income adults.		
Section 233 (d) Title II	Allocation of funds for providing transitional employment opportunities for the economically disadvantaged.	Appropriation; use of remainder of funds to provide continued support for concentrated employment program grantees serving rural areas having high levels of unemployment, and to allocate among prime sponsors serving areas within those standard metropolitan statistical areas and central cities for which current population surveys were used to determine annual employment data prior to January 1, 1978.	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 233 (d)(2) Title II	Allocation of funds for providing transitional employment opportunities for the economically disadvantaged.	Appropriation; remainder of amount shall be available to the secretary for financial assistance to prime sponsors and Native American Indians described in Section 302(1)(A) as the Secretary deems appropriate.		
Section 235 Title II	Limits financial assistance to prime sponsors designated under Section 101(c) and Native American entities described under Section 301(c)(1)(a).			
Section 236 (a) Title II	None-eligibility requirements: a person (1) who has been unemployed for at least 15 weeks and who is economically disadvantaged or (2) who is or whose family is receiving aid to families with dependent children provided under a state plan approved under Part A of Title IV of the Social Security Act, or who is receiving supplemental security income benefits under Title XVI of the Social Security Act.			
Section 301 Title 3	Special national programs and activities; use of funds to provide services authorized under all titles of this act and for employment and training programs.	Appropriation. Employment and training programs to meet the employment-related needs of person who face particular disadvantages in specific and general labor markets or occupations, including offenders, persons of limited English proficiency, handicapped individuals, women, single parents, displaced homemakers, youth, older workers, individuals who lack educational credentials, public assistance recipients, and other persons whom the Secretary determines require special assistance.	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 301 (b)(1)(A) Title III	Financial assistance to conduct programs to provide employment opportunities and appropriate training and supportive services to displaced homemakers.	Appropriation; training and supportive services shall include job training, job readiness services, job counseling, job search, and job placement services.	Appropriated.	Funded.
Section 301 (b)(2) Title III	Use of funds to conduct a program employment, training and related assistance and supportive services.	Appropriation: the Secretary shall develop information concerning the special needs of offenders for such services, including special studies regarding the incidence of unemployment among offenders.		
Section 301 (b)(3) Title III	Employment and training and related assistance and supportive services for persons of limited English-speaking ability.	Appropriation; job placement programs.	Appropriated.	Funded.
Section 301 (b)(4) Title III	Financial assistance for programs for handicapped individuals, youth, single parents and older workers to provide employment, training and related assistance and supportive services.	Appropriation. Programs designed to assist in eliminating artificial and other employment barriers faced by such persons.	Appropriated.	Funded.
Section 302 Title III	Native American employment and training programs. Uses various names of Indian tribes, Hawaiians, etc. throughout section.	Submission of a comprehensive plan; appropriation; reservation of an amount equal to not less than 4.5% of the amount allocated pursuant to Section 202(a). Congress finds that such programs are essential to the advancement of economic and social development.	Appropriated.	Funded. FY1979 - $75,307,000

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 303 Title III	Migrant and seasonal farmworker employment and training programs.	Submission of application: appropriation; continuance of programs which are in existence on the effective date of this paragraph and which are designed to assist migrant and seasonal farmworkers in the completion of courses necessary to receive a high school diploma or its equivalent. Congress finds and declares that chronic seasonal unemployment and underemployment in the agricultural industry constitutes a substantial portion of the nation's rural employment problem.	Appropriated.	Funded. FY1979 - $91,914,000
Section 304 Title III	Job search and relocation assistance.	Appropriation: provision of job search assistance to economically disadvantaged persons.	Appropriated.	Funded.
Section 305 Title III	Veterans information and outreach.	Appropriation: consultation and cooperation with the Administrator of Veterans Affairs and the Sec. of H.E.W.	Title III appropriated.	Title III funded.
Section 306 Title III	Programs for the handicapped - training of personnel to provide supportive services and removal of architectural barriers.	Appropriation.	Title III appropriated.	Title III funded.
Section 307 Title III	Partnership programs between prime sponsors and employment security agencies.	Appropriation; such partnerships constitute a segment of an integrated and comprehensive intake, service, and placement system.	Title III appropriated.	Title III funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 308 Title III	Projects for middle-aged and older workers.	Appropriation: participants shall be over the age of 55 who are unemployed, underemployed, or economically disadvantaged. Appropriation: job search and placement.	Title III appropriated.	Title III funded.
Section 308 Title III	Projects for middle-aged and older workers.	Appropriation; arrangements for analysis/local labor force focusing on comparative rates of unemployment among various demographic groups studied.	Title III appropriated.	Title III funded.
Section 311 (a) Title III	Comprehensive program of employment/training research.	Appropriation: may include studies, the findings which may contribute to the reduction of unemployment. Submission of proposal.	Appropriation.	Funded. FY1979-$18,454,00
Section 311 (c) Title III	Supportive employment and training projects of an experimental and demonstration nature.	Appropriation.	Title III appropriated.	Title III funded.
Section 311 (e) Title III	A variety of demonstration and experimental projects.	Appropriation; such projects to be conducted, to the extent practicable, in rural and urban areas, etc.	Title III appropriated.	Title III funded.
Section 311 (f) Title III	Demonstration programs and projects which provide expanded guidance and counseling services to participate through community vocational resource centers.	Appropriation; submission of proposal (voluntary): projects to include provisions for outreach to inform the economically disadvantaged.	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 311 (g) Title III	Educational and assistance program.	Appropriation; may submit proposal; designed to eliminate artificial barriers to employment based upon race, sex, national origin, age, records of arrest or conviction, handicaps, marital status or other criteria.	Title III appropriated.	Title III funded.
Section 312 (b) Title III	Comprehensive system of labor market information.	Appropriation: production of more statistically accurate data on unemployment by State and local areas.	Title III appropriated.	Title III funded.
Section 312 (b) Title III	A nationwide computerized job bank and matching program.	Appropriation: providing an expeditious means of matching the qualifications of unemployed, underemployed, and economically disadvantaged persons with employer requirements and job opportunities and referring and placing such persons in jobs.	Title III appropriated.	Title III funded.
Section 312 (d) Title III	Development of methods to establish and maintain more comprehensive household budget data at different levels of living.	Appropriation; data to reflect the differences of household living costs in regions and localities, both urban and rural.	Title III appropriated.	Title III funded.
Section 313 Title III	Evaluation of all programs activities, and research and demonstration projects conducted pursuant to this act.	Appropriation: annual report to Congress; development of standand definitions of "completions" "job placements," and "training related job placements" for classroom and on-the-job training programs funded under this	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 313 Title III (Continued)		act; establishment of procedure for the uniform reporting by prime sponsors of information on completion, job placements, and training related placements.		
Section 316 Title 316	Evaluation of prime sponsors' Title II Programs and award of incentive grants.	Appropriation prime sponsor volunteer for evaluation: evaluation to include monitoring of the rate of placement of Title II enrollees after leaving the Title II program; each unit of measurement, used for making awards, may consist of some degree of improvement among Title II enrollees in job placement, etc.	Appropriated.	Funded.
Section 317 Title III	Voucher demonstration projects.	Appropriation; demonstration of efficacy of providing vouchers to economically disadvantaged persons who are unemployed or underemployed.	Title III appropriated.	Title III funded.
Section 318 Title III	Employment and training activities to stimulate local private economic development.	Appropriation.	Title III appropriated.	Title III funded.
Section 402 Title IV	None-defined "eligible youth".	None-defines "eligible youth" in Parts B & C as an economically disadvantaged youth who is (1) either unemployed, underemployed, or in school, and (2) either age 16 to 21 inclusive, or if authorized under regulations of the Secretary, age		

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		14 to 15 inclusive; for purposes of Subpart 1 of Part A, eligible youth means a youth between the ages of 16 and 19 inclusive, the income of whose family is at or below the poverty level.		
Section 411 Title IV	Purpose: establishment of youth employment demonstration projects.	Appropriation; provide youth, particularly economically disadvantaged youth with opportunities to learn and earn that will lead to meaningful employment of self-employment opportunities after they have completed the program.	Appropriated.	Funded.
Section 416 Title IV	Entitlement pilot project.	Appropriation; part-time employment or combination of part-time employment and training for economically disadvantaged youth.	Appropriated.	Funded.
Section 417 Title IV	Employment guarantees, part-time employment.	Appropriation; part-time employment on projects operated by organizations knowledgeable of needs of disadvantaged youth.	Appropriated.	Funded.
Section 418 (a)(4)(B)(D) Title IV	Selection of prime sponsors to operate youth incentive entitlement projects.	Appropriation; submission of proposal which includes estimated number of economically disadvantaged youth to be served, assurances that prime sponsor has consulted with organizations of demonstrated effectiveness with a special knowledge of the needs of such disadvantaged youth, and an	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 418 (a)(4)(B)(D) Title IV (Continued)		agreement that funds available under Title II for economically disadvantaged youth employment program and funds available for the summer youth program under Part C of this title for youth eligible under Subsection (a) will be used in support of the project authorized under this Subpart.		
Section 418 (b)(4) Title IV	Selection of prime sponsors to operate youth incentive entitlement projects.	Appropriation; submission of proposal by prime sponsor; testing of efficacy of any such project involving the inclusion of economically disadvantaged youths between the ages of 19 and 25 who have not received their high school diploma.	Appropriated.	Funded.
Section 418 (a)(1) Title IV	Selection of prime sponsors to operate youth incentive entitlement projects.	Appropriation: selection of prime sponsors from areas with differing socioeconomic and regional circumstances such as differing unemployment rate, school dropout rates, urban and rural variations, size, etc.	Appropriated.	Funded.
Section 419 (a) Title IV	Special provisions of youth incentive entitlement pilot projects.	Appropriation; submission of proposal; employment and training may be in rural development.	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 420 Title IV	None-report to Congress on youth incentive entitlement project.	Report to include various findings such as the effect such employment opportunities have had on reducing youth unemployment in the areas of the prime sponsors and the degree to which such employment opportunities have caused out-of-school youths to return to school or others to remain in school.	Report of findings.	
Section 422 (4) Title IV	None-defines "community improvement projects": includes removal of architectural barriers to access, by handicapped persons, to public facilities.			
Section 422 Title IV	None-defines "eligible applicant" as a prime sponsor qualified under Section 101, sponsors of Native American programs qualified under Section 302(c)(1), and sponsors of migrant and seasonal farmworkers programs qualified under Section 303 of this act.			
Section 423 (a) Title IV	Allocation of funds for Subpart 2 of Title IV.	Appropriation. at least 75% of funds allocated among states on basis of relative number of unemployed persons within each state as compared to all states.	Appropriated.	Funded.
Section 423 (b) Title IV	Allocation of funds for Subpart 2 of Title IV.	Appropriation. 2% reserved for projects for Native American eligible youth: 2% reserved for eligible youth in migrant and and seasonal farmworker families.	Appropriated.	Funded.
Section 426 (b)(1) Title 4	Procedure for obtaining funds.	Appropriation; submission of proposal agreement giving a description of arrangements with public assistance agencies on the employment of youth from families receiving public assistance.	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 432 (a) Title IV	Financial assistance to provide opportunities and appropriate training and supportive services.	Appropriation; services to include (1) job development, direct placement and placement assistance; (2) programs to overcome sex stereotyping in job development and placement, and (3) programs and outreach mechanisms to increase the labor force participation rate among minorities and women.	Appropriated.	Funded.
Section 432 Title IV	Financial assistance to provide employment opportunities and appropriate training and supportive services.	Appropriation; work may include weatherization of homes occupied by low-income families and removal of architectural barriers to access, by handicapped individuals to public facilities.	Appropriated.	Funded.
Section 433 Title IV	For in-school youth carried out pursuant to agreements between prime sponsors and LEA's.	Appropriation; agreements to describe in detail the employment opportunities and appropriate training and supportive services which shall be provided to eligible participants who are enrolled or agree to enroll in a full-time program leading to a secondary school diploma, a junior or community college degree or a technical or trade school certificate of completion.		
Section 433 Title IV	Allocation of funds for youth employment and training programs.	Appropriation; funds to Governor of States (5%) used in accordance with a special statewide youth services plan for such purposes as occupational and career guidance and counseling and placement services for in-school and out-of-school youth.	Appropriated.	Funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 433 Title IV	Allocation of funds for youth employment and training programs.	Appropriation; allotment based on number of unemployed persons and number of persons in families with an income below the low-income level.	Appropriated.	Funded.
Section 433 Title IV	Allocation of funds.	Appropriation; 2% of funds reserved for each program for Native Americans and youths in migrant and seasonal farmworker families.		
Section 434 Title IV	None-eligible participants include persons who are members of household with current gross family income, adjusted to an annualized basis less than 85% of the lower living standard income level.			
Section 436 Title IV	Conditions for receipt of financial assistance for programs authorized under Section 432.	Appropriation; assurance that standards in Subpart 4 of Title IV will be met, submission of application; agreement between prime sponsor and a leg or agency for programs of work experience for in-school youth with assurances that placement services will be made available.	Appropriated.	Funded.
Section 438 Title IV	Secretary's discretionary projects, (improvative and experimental programs).	Appropriation; programs to include counseling and guidance prior to the completion of secondary or postsecondary education.	Title IV appropriated.	Title IV funded.
Section 444 Title IV	Special provisions for Subpart 2 and 3 of Part a of Title IV.	Appropriate efforts be made to ensure that youths participating in programs, projects, and activities under Subparts 2 and 3 shall be youth who are experiencing severe handicaps in obtaining employment, including but not limited to those who lack credentials, those who require substantial basic and remedial skill development, those who are women and minorities and those who are veterans of military service, those who are offenders, handicapped, those with dependents, those who have otherwise demonstrated special need.		

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Section 445 Title IV	Cooperation with Secretary of H.E.W. to make arrangement for providing academic and education credit to eligible participants who are in school for competencies derived from work experience obtained through programs established under Part A of Title IV.	All activities assisted under Part A shall provide appropriate counseling and placement service designed to facilitate the transition of youth from participation in the project to (1) permanent jobs in the public or private sector, or (2) education or training programs.	Title IV appropriated.	Title IV funded.
Section 450 & 451 Part B Title IV	Residential and nonresidential centers; establishment of Job Corps for economically disadvantaged young men and women aged 14-21, except that an age limitation may be waived for the handicapped.	Appropriation.	Title IV appropriated.	Title IV funded.
Section 452 Title IV	Eligibility requirements for participation in the Job Corps.	Persons must be economically disadvantaged or a member of a family which is economically disadvantaged.	Appropriated.	Funded.
Section 453 Title IV	Standards and procedures for the screening and selection of applications for the Job Corps.	Appropriation; secretary to assure that Job Corps enrollees include an appropriate number of candidates selected from rural areas, taking into account the proportions of eligible youth who reside in rural areas and the need to provide residential facilities of such youth.	Title IV appropriated.	Title IV funded.
Section 456 Title IV	Establishment of Job Corps Centers.	Authorization; centers shall include civilian conservation centers located primarily in rural areas and training centers in either urban or rural areas.	Title IV appropriated.	Title IV funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 457 Title IV	Program activities of Job Corps.	Appropriation: development of certificates to be issued to each enrollee who satisfactorily completes service in the Job Corps and which will reflect the enrollee's level of educational attainment.	Title IV appropriated.	Title IV funded.
Section 461 Title IV	Counseling and job placement.	Appropriation; counseling and testing each enrollee at regular intervals and prior to their schedule terminations; making efforts to place them in in jobs for which they are trained or assist them in attaining further training or education.	Title IV appropriated.	Title IV funded.
Section 462 (b) Title IV	Agreement(s) with State educational agencies to pay the cost of establishing and operating model community voc. ed. schools and skill centers.	Appropriation: purpose is to determine whether upgraded voc. ed. schools could eliminate or substantially reduce the school dropout problem.		
Section 466 Title IV	Special provisions.	Steps to achieve an enrollment of 50% women in the Job Corps.		
Section 482 Title IV	Eligibility requirements of prime sponsors of summer youth programs.	Prime sponsors designated under Section 101(c) and Native American entities described in Section 302(c)(1).		
Section 483 (b)(c) Title IV	Financial assistance for summer youth programs.	Appropriation; submission of annual plan by prime sponsor: reservation of 5% of appropriated funds to be used in the	Title IV appropriated.	Title IV funded.

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Legislative Authority	ACTIVITY AUTHORIZED	ACTION REQUIRED	ACTION UNDERTAKEN	RESULTS
Section 483 (b)(c) Title IV (Continued)		Secretary's discretion including allocations to Native American entities. Allocations also based on number of unemployed persons and number of adults in low income families.		
Section 503 (4) Title V	None-identifies functions of the National Commission for Employment Policy.	One of 10 functions: examination and evaluation of major Federal programs, with particular attention given to programs designed to train personnel in fields such as occupational counseling, guidance, and placement.		
Section 503 (7) Title V	None-identifies functions of the National Commission for Employment Policy.	One of 10 functions: to study and make recommendations on how the Nation can attain and maintain full employment with special emphasis on the employment difficulties faced by the segments of the labor force that experienced differentially high rates of unemployment.		
Section 601 Title VI	Countercyclical public service employment programs.	Appropriation: to provide for temporary employment during periods of high rates of unemployment.	Appropriated.	Funded.
Section 602 Title VI	Report on appropriations for countercyclical public service programs.	Report by the President: mentions "rate of unemployment" throughout section; request appropriation.	Appropriated.	

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Section 604 Title VI	Allocation of funds.	Appropriation; allocations based on number of unemployed.	Appropriated.	Funded.
Section 604 Title VI	Allocation of funds.	Appropriation: 2% reserved for Native American entities and and remainder after all appropriations to prime sponsors and Native American entities described in Section 302(c)(1)(a) taking into account changes in rates of unemployment.	Appropriated.	Funded.
Section 604 Title VI	Allocation of funds.	Appropriation; provide continued support for concentrated employment program grantees serving rural areas having high levels of unemployment.	Appropriated.	Funded.
Section 607 Title VI	Eligibility requirements for employment under Title VI.	Individual whose family does not exceed 100% of lower living standard income level or who is or whose family is receiving aid to families with dependent children.	Appropriated.	Funded.
Section 701, 702 Title VII	Financial assistance to provide private sector employment opportunities for the economically disadvantaged.	Appropriation: submission of plan; provide for Native American entities.		No funded in FY1978.
Section 703 Title VII	Conditions for receipt of financial assistance under Title VII.	Appropriation; description in plan of proposed private sector initiatives under this Title and the integration of such initiatives with other training and placement activities under this Act.		Not funded in FY1978.

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Section 705 (a)(4) Title VII	Program activities under Title Title VII.	Appropriation; may develop useful methods for collecting information about economic development and community develement.	Not appropriated in FY1978.	Not funded in FY1978.
Section 705 (a)(7) Title VII	Program activities under Title VII.	Appropriation; activities may include coordinating programs under Title VII with other job development, placement, and enjoyment and training activities carried out by public and private agencies.	Not appropriated in FY1978.	Not funded in FY1978.
Section 803 Title VIII	Selection of enrollees for the Young Adult Conservation Corps. The Young Adult Conservation Corps shall be open to youth from all parts of the nation of both sexes, and youth of all social, economic, and racial classification. Includes individuals aged 16-18 who have left school if they give assurance of not leaving school for the Corps.	Appropriation: preference given to youths residing in rural and urban areas having substantial unemployment.	[illegible]ropriated.	Funded.
Section 803 Title VIII	Selection of enrollees for Young Adult Conservation Corps.	Appropriation; arrangements for obtaining referral of candidate for the Corps from sponsors of Native American programs, of migrant and seasonal farmworker progress, etc.	Appropriated.	Funded.
Section 808 Title VIII	None-The Young Adult Conservation Corps shall be open to youth from all parts of the Nation of both sexes, and youth of all social, economic, and racial classification.			

APPENDIX 5

CONTACTS FOR EXEMPLARY PROGRAMS

APPENDIX 5

CONTACTS FOR EXEMPLARY PROGRAMS

I. Secondary Occupational Training Program

Keith Erickson, Director
Northwest Area Schools Multi-District
310 11th St. W. Box 7-B
Lemmon, S.D. 57638

II. Consolidated Youth Employment Program

Kay Lovell
Central Texas Manpower Consortium
P.O. Box 727, 319 E. Wallace
San Saba, Texas 76877

III. Educational Telecommunications for Alaska

Dr. William J. Bramble
Project ETA
Alaska Department of Education
Pouch F
Juneau, Alaska 99811

IV. Appalachian Community Service Network

Dr. Harold Morse
ACSN
Suite 240
1200 New Hampshire, N.W.
Washington, D. C. 20036

V. National Rural Research and Personnel Preparation Project

Dr. Doris Helge
Center for Innovation and Development
College of Human Development and Learning
Murray State University
Murray, Kentucky 42071

VI. Rural Work-Education Councils

Dr. Karl A. Gudenberg
The National Institute for Work and Learning
Center for Education and Work
Suite 301, 1211 Connecticut Ave., N.W.
Washington, D.C. 20036

VII. Economic Development in Staples, Minnesota

Duane R. Lund, Superintendent of Schools
Staples, Minnesota

This "success story" is documented in "The Role of Vocational Education in the Economic Development of Rural Areas: Implications for Research and Development," Occasional Paper No. 62, The National Center for Research in Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, August 1980.

VIII. Wider Opportunities for Women

Susan Gilbert
1649 K Street, N.W.
Washington, D.C. 20006

IX. Contracted Vocational Services

Daryl Hobbes
Director for Rural Development
620 Clark Hall
University of Missouri
Columbia, Missouri 65201

X. School-based Community Development

Robert Bell
Arkansas Community Development Education Association
1518 Club Road, Suite 105
Little Rock, Arkansas 72207

VIII. Program for Acquiring Competence in Entrepreneurship

Publications Office
The National Center for Research
in Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

XII. Rural America Series

Publications Office
The National Center for Research
in Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

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